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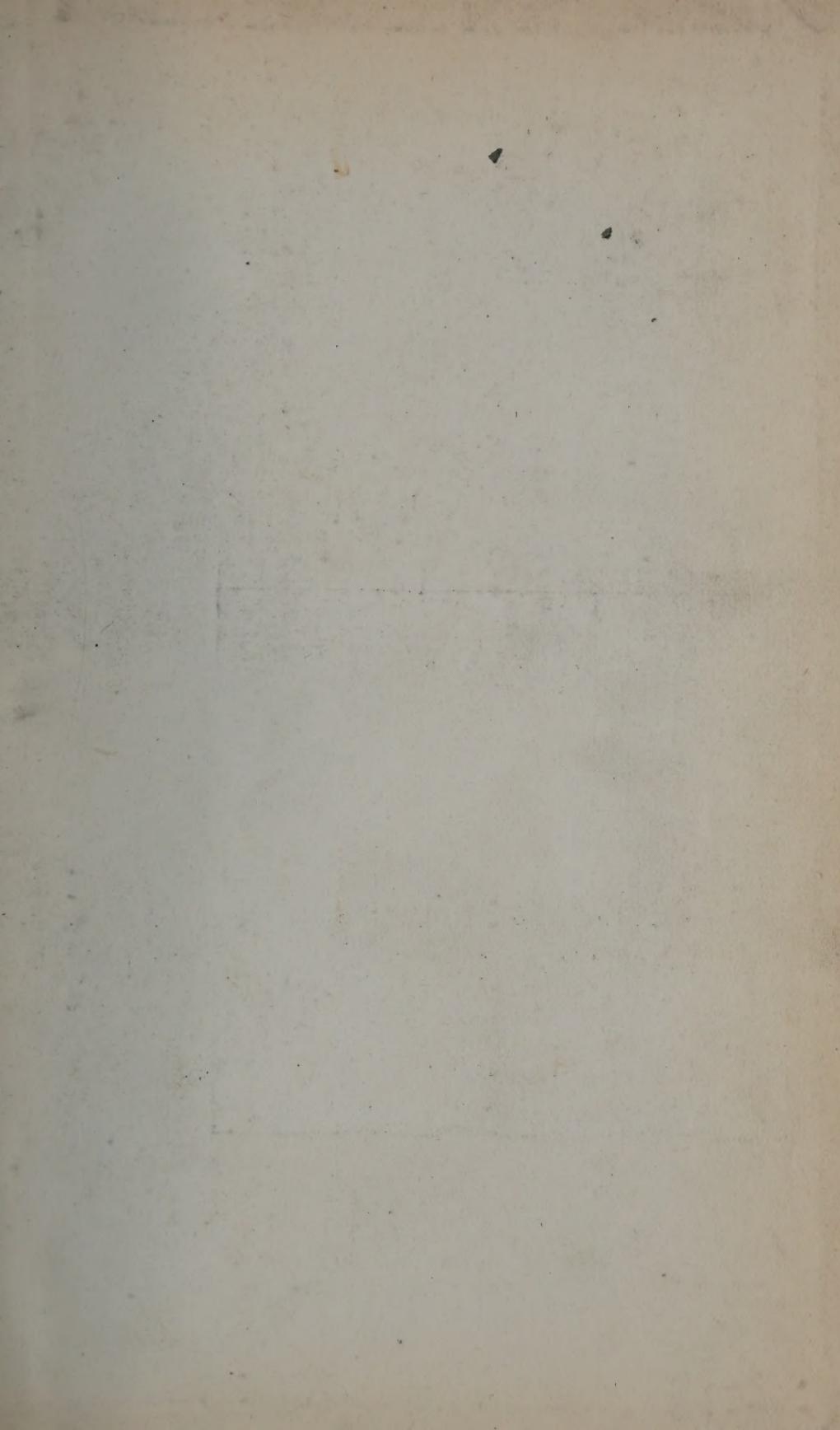
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Received Aug. 9, 1882.









Otis Capp Esq  
With the respects of

J. M. Wightman  
THE

## INAUGURAL ADDRESS

6340a.41

OF HIS HONOR

JOSEPH M. WIGHTMAN,

MAYOR OF THE CITY OF BOSTON,

TO THE CITY COUNCIL,

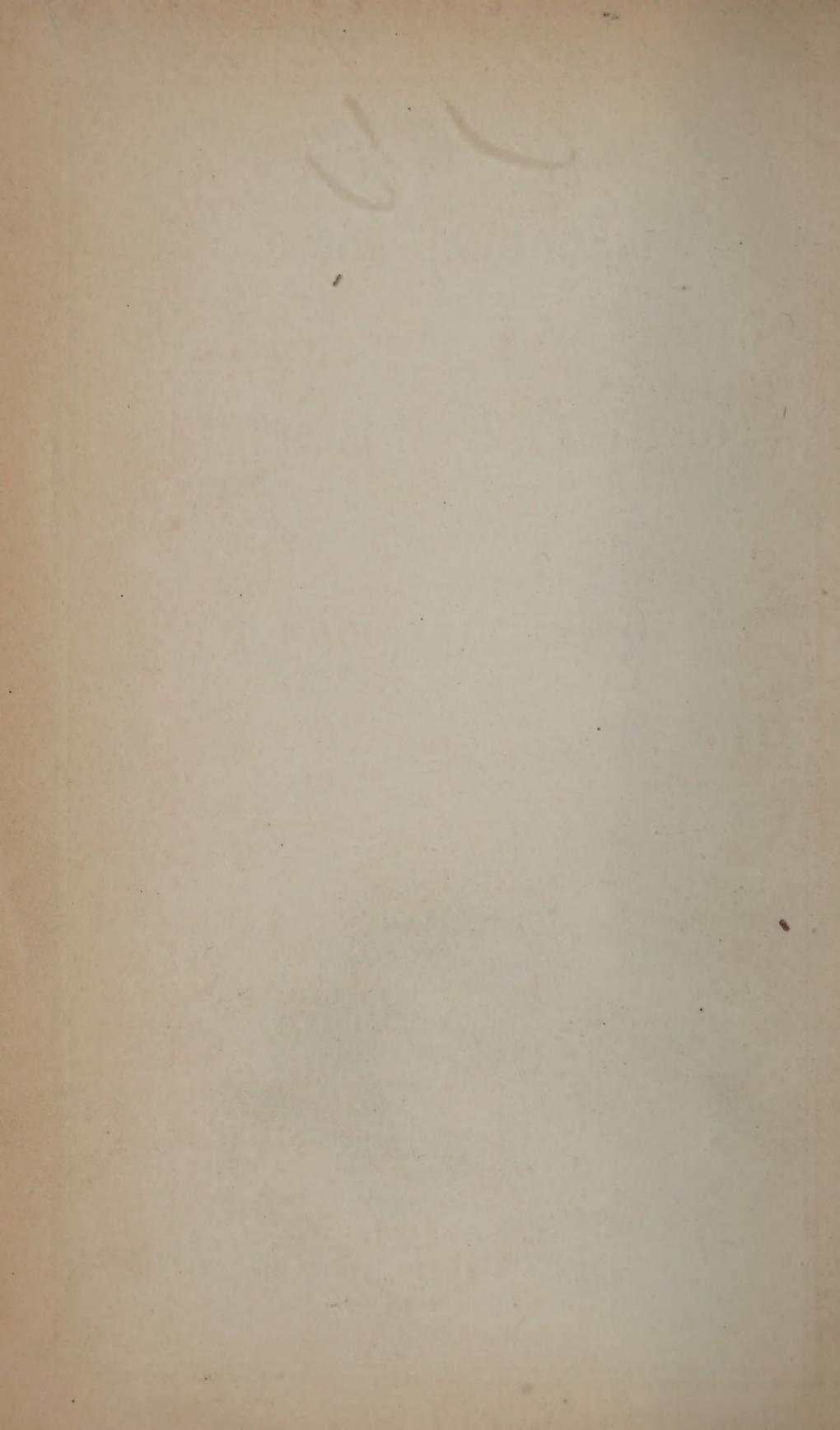
JANUARY 7, 1861.



BOSTON:

GEO. C. RAND & AVERY, CITY PRINTERS,  
No. 3 Cornhill.

1861.



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6340<sup>a</sup>; 41

Already catalogued.

B.H.

315, 318

Aug. 9, 82

CITY OF BOSTON.

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*In Common Council, Jan. 7, 1861.*

ORDERED—That His Honor the Mayor be requested to furnish a copy of his Address, that the same may be printed.

Sent up for concurrence.

JOSEPH H. BRADLEY, *President.*

*In Board of Aldermen, Jan. 7, 1861.*

Read and concurred.

SILAS PIERCE, *Chairman.*



## A D D R E S S.

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GENTLEMEN OF THE CITY COUNCIL:

IN assuming the responsibilities of office to which we have been elected by our fellow-citizens, let it be our aim to perform the duties in such a manner as to render the administration worthy of a free and intelligent people.

The trying position of our country at this moment causes the heart of every patriot to throb with anxious solicitude in regard to the final result. A few weeks ago we were rejoicing that abundant harvests had filled to overflowing the granaries of the West, and that the vast cotton fields of the South had produced a large crop of the great commercial staple of the world; the demand for the means of transporting these great products gave new life and vigor to our railroad and shipping interests; commerce and manufactures revived, and business prospects were most encouraging.

Under these influences, peace and plenty, prosperity and happiness, appeared to be spread broadcast over the length and breadth of our favored land; our hearts were animated with fervent hope in the present, and confidence in the future. But how

mutable are all human calculations! While the eyes of the civilized world were turned upon us with admiration at the success of our government and the stability of our institutions; and while we were surrounded with so many inestimable blessings, and such brilliant prospects, the storm of human passion has suddenly burst upon us, hurling the elements of discord and disunion with such force and power as to shake the whole fabric of the States and threaten dissolution.

Under these circumstances, while I deem it my duty, in conformity with the custom of my predecessors, and the requirements of the City Charter, to invite your attention to a consideration of the general affairs of our municipality, I have no doubt that your judgment will accord with my own in forbearing, at this time, to present or recommend any new projects involving public expenditure, and the consequent taxation of our citizens. The necessary machinery of government must be kept in motion; and the works and measures connected with the public wants and improvements, already in progress, should be prosecuted with diligence and prudence.

In the administration of the affairs of the city, it is of the highest importance that every subject should receive the most careful consideration, and stand or fall upon its own merits. But to delay investigation, from time to time, through the indifference or neg-

lect of committees, or to procrastinate the consummation of a public measure or a private claim, after it has been duly considered, and its expediency decided upon, is a course which, however honored by precedent in legislative bodies, I trust will be repudiated by the members of the City Council of Boston. Let your legislation be characterized by all the safeguards which prudence and judgment require; but, allow me to remind you, that prompt action is as essential in public as in private business. By adopting this course, many of the public improvements may be made with greater economy,—the claims of our citizens may frequently be adjusted on more favorable terms,—and the city avoid much of the litigation which is now too common in our courts. In the accomplishment of these desirable results, you may rely upon my cordial and earnest co-operation.

With these preliminary remarks, I will now proceed to a concise review of those subjects of primary importance which deserve the special attention of the City Council. The annual reports of the several departments will soon be ready for your examination, and you will thus be in possession of the best means of information in regard to the various branches of the public service. These reports, which are usually prepared with a care highly creditable to our city, and to the officers, preclude the necessity of presenting any detailed statement in regard to the departments at this time.

## F I N A N C E S .

It is with no ordinary pride that I refer to the financial condition of our city; passing, as it has, through every commercial and financial panic with unchallenged credit,—always prepared to meet every liability at maturity, and frequently ready and desirous to anticipate payment,—the management of its pecuniary affairs reflects the highest credit upon the fidelity, integrity, and capacity of the Auditor and Treasurer of the city.

This high position is due, in a great degree, to a Sinking Fund for the payment of the City Debt. This Fund is derived, first, from all balances of money remaining in the Treasury at the end of any financial year; second, from the sales of any land or estates belonging to, or acquired by, the city; and, third, from an annual tax of not less than three per cent. on the amount of the principal of the City Debt. By judiciously dividing the City Debt through a series of successive years, this Sinking Fund has been sufficient to meet, at maturity, all the liabilities of the city, for water, and other great improvements, without any renewal or reissue of bonds. More than a million of dollars of the City and Water Debt was paid from this Fund during the last year, and a balance of nearly half a million remained for future liabilities. It is true that the City Debt has increased; but it

is much less than our citizens generally suppose, as the absolute increase for the last ten years is not more than \$600,000. The apparent increase being in consequence of the city paying over three millions of the Water Debt, for which the Water Works owe the city as it would any other party. The city, therefore, own this amount in the capital stock of the Water Works, which, although it does not pay a dividend in money, in its benefits to the citizens, and by increasing the value of property, is indirectly a most profitable investment.

The following is a brief statement of the City Debt, January 1, 1861.

Whole amount of Debt.....	\$9,392,799 77
Deduct the <i>net</i> Water Debt.....	6,243,600 00
City Debt proper.....	3,149,199 77
Deduct <i>Cash</i> , in Sinking Fund.....	736,623 91
Debt for all City purposes except Water .....	2,412,575 86
Debt for all City purposes, except Water, in 1851.....	1,845,927 84
Actual increase from Jan. 1, 1851, to Jan. 1, 1861.....	\$566,648 02

For the details in relation to the finances, I respectfully refer you to the Report of the Committee on the Reduction of the City Debt, which I will omit reading, but will add as an appendix for your information.

#### S T R E E T S.

The raising of the grades of Dover and Tremont streets, is now nearly completed, although the pav-

ing cannot be done at present; and a few more buildings will require to be raised in the spring, to conform to the present grade on Dover Street. The work has progressed satisfactorily under the direction of the Committee on Paving, and the buildings have been successfully elevated by the contractors. The appropriations for this improvement are presumed to be sufficient to meet all demands.

The widening of North Street, which has recently been consummated, will not exceed the contemplated cost, and, I have reason to believe, will eventually prove to have been a judicious investment of the public funds.

The extension of Albany Street, from Dover to Malden streets, has not been forwarded with that promptness or diligence which the abutters, who contributed liberally to the object, had reason to expect. Two years have already elapsed since the city accepted the proposition of the owners of the land, and one year has passed away since the contract and the appropriation were made to construct the street, which was to have been "commenced within one month, if the weather was suitable." But, up to this time, the work has been mainly neglected, and scarcely any progress has been made, which is a source of great dissatisfaction to those persons, the profitable use of whose property has thus been kept in abeyance, and who relied upon the good faith of the city to have the street completed within a reasonable time.

The work is under the charge of the Committee on Paving, who, I trust, will see that it is prosecuted without further delay.

The building of the sea-wall, and filling up of North Charles Street, are in progress.

Surveys, plans, and estimates have been made in reference to a contemplated widening of Washington and Tremont streets, the reports on which will be presented in a short time, when you can judge of the expediency of proceeding to accomplish one or both of these improvements.

All the appropriations for the several streets herein mentioned, except Washington and Tremont, have been made, and are deemed sufficient.

#### E A S T   B O S T O N   F E R R I E S .

The subject of the rates of toll on the East Boston Ferries has occupied considerable attention during the past year, and some action has been taken by the City Council with a view to a settlement of the question. The peculiar relation which these ferries have to Ward Two, as a kind of highway between that ward and the city proper, is one worthy of your earnest consideration; and I would respectfully recommend to your attention the able report on the subject which has been printed by our predecessors,\*

\* City Doc. No. 83, 1860.

and also express my anxious desire for an early adjustment of the question, upon such a basis as will be just to the citizens of the ward and to the proprietors of the Ferries.

#### W A T E R W O R K S .

No large expenditures have been required for the Water Works during the last year. Two lines of pipes have been raised on Tremont Street, and one line on Dover Street, in consequence of the raising of the grades of those streets.

The entire works are in good condition, and, as the income is annually increasing, there is reason to believe that, ere long, it will not only be sufficient to pay the interest on the whole Water Debt, and the general expenses, but also a portion of the principal of the debt.

The present number of Water Takers is .....	24,665
Being an increase during the year of .....	1,394
The income from the Water Works, from January 1, 1860,	
to January 1, 1861, is.....	\$336,059 50
Being an increase of about \$20,000 over that of the	
preceding year.	
The estimated income during the year 1861 is .....	\$350,000 00

The annual report of the Water Board is a very valuable document, and I beg to refer you to that for more special information in relation to this very important element in the health and prosperity of our city.

## P U B L I C   L A N D S.

The amount of lands sold by the city, during the year 1860, is 175,852 square feet, and the amount received is \$131,249.73, which has been placed to the credit of the Committee on the Reduction of the City Debt.

The salable lands belonging to the city are under the care and management of the Board of Land Commissioners ; and there are now, on the South Bay Territory and the southerly section of the city proper, 2,309,651 square feet. There are also 138,720 square feet of land south of Dover Street, reserved for City purposes, principally for the erection of School Houses.

At South Boston, the city owns, besides the land occupied by the Public Institutions, 1,023,687 square feet of salable land ; and on the Back Bay, 44,800 square feet of land, which was received from the Commonwealth in exchange for a portion of the Public Garden.

## S O U T H   B A Y   T E R R I T O R Y.

The filling up of this territory, which has been a great source of expense and trouble to the City Government, for a number of years, is now happily drawing to a close. The final contract for its completion, for a specific sum, was made in August,

1859, and by September next the work will, undoubtedly, be finished according to the contract. Some of the land on this territory has been recently sold at prices which will permit the erection of a class of houses, of small size and reasonable rent, which are much needed at this time.

#### BACK BAY TERRITORY.

Every measure that has a tendency to enlarge the bounds of our city in proportion to its increase of business and population, is a necessary element in promoting its welfare and prosperity. It is therefore a gratifying circumstance, that the large area of the Back Bay is to be graded and made taxable property within the limits of Boston, without the great expense which has heretofore characterized similar undertakings by the City Government. The Commonwealth and the Water Power Company fill up their own territory, grade the streets, and sell the land, and thus act as trustees to develop and give value to this large area for the real and permanent benefit of the City of Boston. The sales of the Commonwealth lands have been highly remunerative, and the taxable property has greatly increased in that territory.

Both the Commonwealth and the Water Power Company have exhibited commendable foresight in the high grade of their streets, all of them being about two feet higher than Tremont Street above

Dover Street, and from three to six feet above the coping of the Dry Dock at Charlestown. The advantage of this high grade is, that the drainage is more perfect, and the territory is rendered more desirable for building purposes. It is, however, a source of regret that, in the laying out of the wide and extended avenues, with their trees and walks, and spacious streets, with which this territory abounds, the health and comfort of the residents could not have been increased, and the landscape view from our Common have been relieved, by having some of this space devoted to water instead of land, which would have added a feature of great beauty and effect.

The City Engineer, under the direction of a special Committee of the Board of Aldermen, and the Committee on Sewers, has been engaged for some time past, in preparing a plan for the direction and grade of the streets on the Back Bay, and he has also been gauging the discharge of the water from the sewers into both the Back Bay and South Bay, for the purpose of developing some plan of sewerage which it will be necessary to have adopted during the present year, to keep pace with the anticipated growth of the city in those directions, and to prevent serious difficulties occurring from the waste weirs in some of the sewers of the southern wards.\*

\* City Doc. No. 70, 1860.

## P U B L I C G A R D E N.

The improvement of the Public Garden has been prosecuted with much energy during the past year. The whole amount expended previous to May 1, 1860, was \$11,506.60, at which time an appropriation of \$25,000 was made by the City Council; \$800 was also received for rent of a portion of the grounds, all of which was expended in grading and gardening by the middle of July, when another appropriation was made of \$25,000, which the Committee presumed would be sufficient for the year 1860; but the granite edge-stone and other work around the pond so soon exhausted the funds, that a further appropriation of \$50,000 was made towards the close of the year, but too late in the season for the Committee to make much use of it.

The total amount expended, for work and materials, on the Garden, since May 1, 1860, has been about \$55,000, leaving for the present year about \$46,000. If the work proceeds as rapidly as is anticipated, the Garden will be finished during the present year, except a new fence around it, and the bridge over the pond. These last two objects can be accomplished within the same time if the City Council consider it expedient.

## S C H O O L S.

As the Annual Report of the School Committee will soon be laid before you, and also be distributed to the citizens, I shall refrain from any extended remarks upon the present educational condition of our Public Schools, and simply express my conviction that, under the cherishing care of the City Council, and the devoted supervision of the School Committee, they are now, as they ever have been, the peculiar pride of Boston.

The rapid increase in the expenditures for our schools within the last few years, is, however, a subject of grave concern, the expenditures and appropriations for the current financial year being \$626,341.79, or more than one fourth of the entire tax assessed upon the citizens. In view of the number of new school houses which have been recently erected to meet the demands occasioned by the growth of our city, I am not aware that any reduction in these expenditures could have been judiciously made; but an average annual increase of nearly a hundred thousand dollars during the last three years, is a subject which I respectfully commend to your attention, and that of the School Committee.

## P U B L I C' L I B R A R Y.

Next to the elevating influences of our Public Schools, are those derived from the Public Library. As free to all classes of our community as the schools are to our children, relaxation, amusement, and intellectual culture, are in this noble institution most happily blended.

Receiving its first effective impulse from the generous contribution of my esteemed and honored predecessor in the office of Mayor,— Hon. JOHN P. BIGELOW,— in 1850, it has grown to its present magnificent extent and proportions. Established in a building worthy of the liberal expenditure of the city, and of the judgment and taste of its commissioners and trustees; with its alcoves and shelves filled with the rarest and choicest literature of almost all nations and all ages, as well as that adapted to the most popular reading,— characterized by the efficiency and universal courtesy of all its officers and assistants,— the Public Library is not only a proud monument to the intellectual character of this our Athens, but to the munificence of those public benefactors, who, by their donations, have so largely contributed to its success and usefulness. May it long continue to be the object of interest to our citizens, and receive the generous support of the City Government.

## TENURE OF OFFICE.

The extension of the official term of the members of the City Government for a longer period than a single year has been frequently agitated, and some preliminary action has already been taken by the City Council to bring the subject before the present Legislature.

The advantages of always retaining a majority of experienced members, who understand the routine, and can carry forward the public business from one year to the next, are more obvious as the city increases in population, wealth, and extent.

The County Commissioners of all the counties in the State, except Suffolk, where the duties are performed by the Board of Aldermen of Boston, are chosen for three years. The propriety of this is obvious, when we consider the important duties they are called upon to discharge, and how impossible it is to calculate the pecuniary loss to the City Treasury which has occurred in consequence of the annual elections failing to return to the Board of Aldermen members who alone possessed a knowledge of the proposed contracts and settlements in regard to the streets, and claims for damages.

Satisfied, as I am, from my own experience, of the importance of a change, it will afford me pleasure to co-operate with you in obtaining such amendments to

the City Charter as you may deem expedient, and which may be necessary to accomplish the object.

#### L I Q U O R   L A W .

The retailing of intoxicating liquors exists to such an extent in our city, as to be a source of great anxiety and regret, and the comparatively few cases in which the law is executed in our courts, shows conclusively that, in its present form, it is obnoxious to public opinion and the good sense of the community.

Boston, as a law-abiding city, has an enviable reputation; but when *prohibitory* laws are made,—when judicious legislation can only successfully *regulate*,—the attempt to execute them so often fails as virtually to render their enforcement abortive, and to encourage resistance.

In recommending your application to the Legislature for a modification of the existing law, by which the sale may be regulated by a license from the municipal authorities, I do so from a sincere desire to promote the cause of temperance, and increase respect for law and order. That a license law for the city may be properly asked of the Legislature, is plain from the fact that the principle is practically recognized by the State in the licensing of State Liquor Agents, an arrangement which, however well adapted to the rural towns in the Commonwealth, in our

cities the effect is to furnish mere depots for supplying agents in other places. That our City Government, the Police, and the Courts, are demoralized to a greater or less extent by the law, in its present form, is so manifest to a large portion of our citizens, that I shall be gratified to co-operate with you in the endeavor to obtain such a modification of the law as will permit a legal *regulation* of the liquor traffic in our city.

#### CITY HALL.

The importance of having suitable accommodations for all the city officers in one building, is generally admitted by every one who has had any experience in the City Government. Aside from the general inconvenience of having the offices located in various places, the expense of rents, altering, fitting up and furnishing the rooms, which are rarely eligible or adapted to the purpose, is much greater than is generally supposed; and I have reason to believe that the amount thus expended is more than the interest on the sum which would be required to build a City Hall with ample room for all the various offices, and more convenient halls for the meetings of the City Council.

Plans and estimates for an enlargement were submitted to the last City Council, but the alteration of the present building to such an extent, as is proposed

in these plans, is, in my opinion, of doubtful expediency. For if the circumstances will authorize the expenditure of a hundred thousand dollars to enlarge and alter the old building, they will warrant the small additional expense for the erection of a new one. For we know from experience that while the final cost of a new structure will generally bear some approximation to the estimate, the expense of extensive alterations of an old building is usually beyond all definite calculation.

The expediency of a new City Hall has been the subject of various reports and plans for several years past, and in commanding the subject to your consideration, I trust that if any definite action is deemed advisable, it may be taken at an early day.

#### CITY HOSPITAL.

The establishment of a City Hospital, independent of our pauper institutions, for the care and medical treatment of the stranger and those persons residing in the city who only require relief during temporary sickness, has been long considered the “one thing needful” to complete the bright circle of Boston charities and benevolence.

It was my pleasant duty, as a member of the Committee, in 1857, to investigate and report upon this subject, and a suitable building was purchased

by the city at that time. An act was also obtained authorizing the city to establish such an institution, and place it under the supervision of a special board of trustees; but during its passage a restriction was introduced into the bill which prevented either the building or location from being used for this purpose.

It is therefore most gratifying to my own feelings, and I believe to those of a large majority of our citizens, that the establishing of a City Hospital is now placed beyond a reasonable doubt. An eligible portion of the public land on the South Bay Territory has been recently set apart by the City Government, and already has a fund been commenced by the bequest of Mr. Elisha Goodnow, of South Boston, who died in 1851. By his will, the city have now come into possession of real estate to the amount of about twenty-five thousand dollars, which is devised for the perpetual maintenance of a hospital for the sick, and the support of free beds therein.

Another donation of ten thousand dollars has also been offered to the city, on certain conditions, for the same object. The establishment of this hospital will relieve the city of considerable expense now incurred by the Overseers of the Poor, who are under the necessity of providing medical attendance for many cases of temporary illness, for which they have no adequate provision or accommodation.

The buildings, for an institution of this kind, should be plain and substantial, and the size proportioned to the population and wants of the community. The plan should permit the erection of such an edifice as may be immediately needed, and allow of future additions as time and circumstances may require. This course will render the first cost reasonable, and reduce the expenses of conducting it. I commend the subject to your favor, and trust you will take such action in regard to it as you may judge proper.

#### C O U N T Y   A F F A I R S .

The relative position of the City of Boston to the County of Suffolk is of a very peculiar nature, and for several years past the subject of a readjustment between the cities and towns composing the county has been agitated without arriving at any definite result. During the last year, however, a joint special Committee was appointed, by the City Council, to confer with the authorities of Chelsea, North Chelsea, and Winthrop, with a view to a more equitable arrangement of the county expenses.

The investigations of this Committee were conclusive upon the point, that, under the existing law, Boston was paying from her treasury a considerable portion of the expenses of the county, in relation to courts and highways, which should justly be

defrayed by Chelsea, North Chelsea, and Winthrop. One of the most important items of expense was the laying out and maintaining highways; a power vested in the County Commissioners of Middlesex, but the cost of which was payable from our City Treasury. The injustice of this provision has been acknowledged by the authorities of the other municipalities, and it affords me pleasure to state that, by mutual consent, an application has been made to the Legislature for a modification of the contract and obligations, by which, in future, the City of Boston will not be liable for the constructing or maintaining of any other streets or highways in the county, except those within her own limits.

Arrangements for a readjustment of other matters may hereafter be deemed expedient, but the time necessary for a proper investigation, and other circumstances, prevented the Committee from recommending any further action, except that in relation to highways.

The want of proper accommodations for the courts has been for several years a serious cause of complaint. By the action of the late City Council, an order was passed for the extension of the Court House in a southerly direction, for the purpose of affording some relief; but the location of highways on all sides of the building is a source of great annoyance to the courts, the only remedy for which

is a change of location. As this would involve a larger expenditure than would be deemed advisable at this time, the proposed extension may be justified on the ground that it is the best course which can be adopted under all the circumstances. As the question appears to have been settled, and the appropriation made by our predecessors, no further action is required by the present City Council.

I have thus endeavored to lay before you a brief general view of the present condition and future prospects of the various public works now in progress, and such other information in regard to those subjects connected with the prosperity and well-being of our city as appeared to be necessary at this time. I have undoubtedly omitted to notice many subjects which are of equal importance, and are as deserving of your consideration, and I shall therefore avail myself of the privilege, conferred by the City Charter, to make to the City Council such special communications, from time to time, in relation to the public business, as circumstances may render expedient.

Gentlemen of the City Council: In closing my official address to you, on this occasion, permit me to remind you of the peculiar circumstances under which we have here, individually, taken a solemn oath to support the Constitution of the United

States. In obedience to this, let every act, either in our public or private capacity, show our loyalty and allegiance to that sacred covenant; and in this hour of trial, let us remember and rejoice that all things are in the care of that same beneficent Being whose hand guided our pilgrim fathers to these shores, and sustained our revolutionary fathers in their struggle for independence,—to establish, for his own wise purposes, a nation, which, for intelligence, education, and the general elevation of the people, has no peer in ancient or in modern times.

Relying, then, upon His omnipotence for aid to preserve our country inviolate, let us, as citizens of this great Republic, do all that we can, with honor, to restore harmony in our federal relations; and by conciliatory measures, even at the hazard of misconstruction as to our motives, show that we have the moral courage to do right, and sacrifice all personal feelings to bind, more firmly, the fraternal bonds of this glorious heritage of our fathers.

The history and fame of Boston is intertwined with the first and most ardent struggles for liberty and union; and it may be that her voice would be listened to in the Councils of the State, and that her firm and unwavering stand in favor of the Union as it is, would tend to avert a catastrophe which would be deplored, not only in our own generation, but in all future ages.

The decided expression of devotion to the Union evinced by our fellow-citizens at the recent municipal election, I believe will warrant any official action, on our part, which will aid in giving tone to public sentiment in our own State, or strengthen the hands of those noble men who are striving among their fellow-citizens, in other States and on the floor of Congress, to temperately but firmly uphold the true principles on which the Constitution and the Union may be sustained and preserved. If, therefore, in your wisdom, it shall be deemed advisable for the City Council of Boston, in behalf of the citizens, to make an appeal to the Legislature of the Commonwealth, or to take any other action in regard to the present condition of the country, it will not only receive my most hearty concurrence, but I shall esteem it as the highest honor conferred by my official position, to be your aid and associate in so laudable an object.

## APPENDIX.

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### REPORT OF THE COMMITTEE ON THE REDUCTION OF THE CITY DEBT.

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IN COMMITTEE, ON THE REDUCTION OF {  
THE CITY DEBT, Dec. 27, 1860. }

The Standing Committee on the Reduction of the City Debt for the year 1860 respectfully report to the City Council the following statement, showing the situation of the Debt at the close of business, on the 24th of the present month, and the operations on that account during this municipal year.

Taking up the subject where the Auditor of Accounts left it, at the close of the last *financial year* (30th April, 1860) we find that—

The total amount of the Consolidated Funded Debt of the City on the first day of May, 1860, amounted to - - - - - \$8,491,599 77

and was *nominally* divided as follows:

WATER DEBT	- - -	3,846,211 11
CITY DEBT	- - -	4,645,388 66
		<u>\$8,491,599 77</u>

Since that date Loans have been obtained on various Orders of the City Council, running back as far as Aug. 1859, to the amount of \$830,000 00  
Making a total of - - - - - \$9,321,599 77

Amount brought forward		\$9,321,599 77
The payments which have become due have all been met at maturity, and have been as follows:		
CITY DEBT—due,	73,800 00	
CITY DEBT—anticipated,	<u>4,500 00</u>	
		\$78,300 00
TEMPORARY WATER LOAN—due,	6,000 00	
WATER SCRIP, none due until 1st April next, but we have anticipated	<u>1,000 00</u>	
		<u>85,300 00</u>
Leaving the Funded Debt at this time		\$9,236,299 77
To which there should be added, for loans authorized but not yet negotiated, the sum of		156,500 00
Making a total of Funded and Unfunded Debt at this time amounting to	<u>3</u>	<u>\$9,392,799 77</u>
Of this amount the Auditor of Accounts thinks that there should be charged as Water Debt, the whole net cost, up to this time, of the Water Works, estimated at	\$6,243,600 00	
Leaving for the City Debt proper, the balance of	<u>3,149,199 77</u>	<u>\$9,392,799 77</u>

*In this amount is included about \$320,000 appropriated for work to be completed by the incoming administration.*

On the first of January, 1861, there will be due, and will be paid off, \$121,500 of the City Debt, and on the first day of April following \$417,000 of the Water Debt.

#### MEANS OF PAYING OFF THE DEBT.

It appears by the Treasurer's and Auditor's Books, that the means on hand of paying off the Debts of the City consist

of the following items, all of which are by Ordinance exclusively appropriated for that purpose, viz:—

Cash Balance in the Treasury to the Credit of the Committee on Reduction of City Debt, on the 30th day of April last, <i>per Auditor's Report, No. 48, page 225</i>	\$447,949 66
Cash received since that time, being collections on Bonds and Mortgages	143,673 91
Cash received on sales of Land and other City Property since 30th April last	10,300 34
Cash from the Annual City Tax of 1860, being the amount appropriated for this object in conformity with the requirement of the ninth section of the ordinance on finance	220,000 00
	<u>\$821,923 91</u>
<i>Less</i> payments since 30th April, on the City Debt, and on the Water Debt, as stated above	85,300 00
Cash means at this time	\$736,623 91
<i>Add</i> Bonds, Notes, and Mortgages now on hand	455,811 57
	<u>\$1,192,435 48</u>
The amount of Funded and Unfunded Debt, Dec. 24, 1859, was	\$9,670,899 77
Same Dec. 24, 1860	9,392,799 77
Decrease in 1860	<u>\$278,100 00</u>
The means of paying off the Debt, in 1859, was \$1,198,702 63	
Same in 1860	1,192,435 48
Decrease of means	<u>\$6,267 15</u>

The City Debt proper 24th Dec. 1859, was		\$3,500,000 00
24th Dec. 1860,		<u>3,149,199 77</u>
Decrease of City Debt in 1860		\$350,800 23
Water Debt 24th Dec. 1860	\$6,243,600 00	
24th Dec. 1859	<u>6,170,899 77</u>	
Increase of <i>Water Debt</i>	- - -	\$72,700 23
Decrease of <i>Consolidated Debt</i>	- - -	\$278,100 00
Decrease of Means	- - -	6,267 15
Net Decrease in 1860	- - -	<u>\$271,832 85</u>

F. W. LINCOLN, JR. *Mayor.*

J. P. BRADLEE, *Pres. of the Common Council.*

JOHN S. TYLER,

Chairman of the Committee on Finance  
on the part of the Common Council.

2

THE

# INAUGURAL ADDRESS

OF HIS HONOR

2-3402-46

# JOSEPH M. WIGHTMAN,

MAYOR OF THE CITY OF BOSTON,

TO THE CITY COUNCIL,

JANUARY 6, 1862.



BOSTON:

J. E. FARWELL & COMPANY, PRINTERS TO THE CITY,

NO. 32 CONGRESS STREET.

1862.



CITY OF BOSTON.

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*In Common Council*, January 6, 1862.

ORDERED: That His Honor the Mayor be requested to furnish a copy of his Address, that the same may be printed.

Sent up for concurrence.

JOSHUA D. BALL, *President.*

*In Board of Aldermen*, January 13, 1862.

Concurred.

THOMAS P. RICH, *Chairman.*



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## ADDRESS.

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GENTLEMEN OF THE CITY COUNCIL:

THE year which has just closed has been one of momentous interest in the history and destiny of our whole country.

In the early part of the year, the threats of disunion, and resistance to the constitutional authorities at Washington, were causes of great anxiety, and the government and people of our city were unremitting in their endeavors to avert the storm. Our people assembled in Faneuil Hall, and, from that sacred temple of liberty they sent their petitions to Congress, borne by some of the most illustrious of our citizens, to urge the adoption of such conciliatory measures, towards the Southern States, as might be acceptable to them, without any improper concession of principle by the North. But these efforts, and all the influence of the venerable CRITTENDEN and his conservative associates, in Congress, were unavailing. Personal ambition, sectional animosity, and party feeling crushed out the sentiments of patriotism and love

of Union, and the war of words culminated into a war of arms, between the seceding and the loyal States.

The first overt act of hostility against Fort Sumter, by the confederate army, roused the National Government to a sense of its danger, and an immediate appeal for troops was made to those States which remained faithful to the Union. Massachusetts, true to her traditions and history, became at once the leader in this struggle for the preservation of the Republic. The political opponents of the Administration, laid all their differences upon the altar of their country, and by this act consecrated their lives and fortunes to the support of our constitutional government.

The military spirit of our people had been, for many years, discouraged, instead of being fostered and promoted by public opinion or the State Legislature; and, while thousands were gathering and filling up the ranks of our neglected but gallant Volunteer Militia, to meet the requisition of the President, the State authorities were almost totally unprepared to send forth the regiments, properly disciplined, or provided with clothing and equipments. Animated, however, with the spirit of our fathers at Concord and Lexington, uncomplaining and undaunted, the first regiments marched to the defence of our Na-

tional Capitol, with hearts too full of patriotism to feel the privations to which they were subjected.

The Legislature having made no adequate provision for this contingency, public and private contributions, in the cities and towns of the Commonwealth, were promptly made to meet the emergency. The City Council of Boston appropriated \$100,000 in aid of the volunteers belonging to the city, and the liberal contributions from all ranks of her citizens, in money and clothing, expressed her deep interest in the cause, and her earnest and abiding loyalty to the Union. But all these efforts to relieve the wants of the volunteers were but partially successful, from the absence of system in the distribution, and, as we began to realize that, contrary to our hopes and expectations, the crushing out of the rebellion was to be a work of time, requiring the raising of a mighty army, and involving the entire pecuniary resources of the loyal States, it was necessary to adopt some measures by which the generous contributions, which were poured forth from almost every purse and home, could be distributed with prudence and judgment.

Impressed with this idea, means were immediately taken to establish depots for the reception and distribution of the various hospital and other articles for the benefit of the soldiers. A large and impor-

tant field of labor was thus opened, which was soon occupied by various organizations in this and other States.

In consequence of the number of volunteers enlisted in Boston and its vicinity, it was deemed advisable that a special depot should be established by the city. Fortunately, through the liberality of one of our fellow-citizens,—WILLIAM EVANS, Esq.,—the spacious and magnificent building he had erected on Tremont Street was placed in possession of the City Government, free of rent, for any purpose which might be deemed useful in promoting the welfare of our soldiers.

The City Council forthwith appointed a committee to take charge of the building, and make all necessary arrangements in regard to it, and Mrs. HARRISON GRAY OTIS having kindly consented to organize and superintend it, the Donation Department of the city of Boston, was successfully established at the “EVANS HOUSE;” and through her executive ability and disinterested devotion, aided by those true woman's hands and hearts which she has gathered around her, this institution has become identified with the just and holy cause in which we are all engaged. It is with sincere pleasure that I thus publicly acknowledge the deep obligations she has conferred upon the government, by her prudent and effi-

cient management of this department of our military affairs. For it is worthy of remark, that while an hundred thousand useful articles have been distributed to the soldiers and the hospitals, and thousands of dollars paid for sewing and other female labor, the whole has been derived from voluntary offerings, and not from the City Treasury.

This is woman's work ; and as the warm garments shelter the soldier in his camp, or the guard on the bleak outposts, or as the sick and wounded toss upon their bed of pain, their sufferings mitigated by the hospital stores so thoughtfully provided for their relief and comfort, the donors will be remembered with the respect and gratitude of every recipient of the blessings, so judiciously and beneficently dispensed.

In connection with this subject, I also desire to express my sense of the invaluable services rendered by the chairman of the Donation Committee, on the part of the Council,—J. COFFIN JONES BROWN,—who was not only instrumental in the organization at the “Evans House,” but has ever been the efficient aid and co-operator of the superintendent in all her labors and responsibilities.

With the approbation of the City Council, I have also endeavored to perfect a simple plan for the safe

transmission of a portion of the pay of the volunteers, particularly those belonging to the Boston regiments. The remarkable success which has attended this effort, encourages me to hope that a similar plan may be adopted by the National Government, instead of the allotment system as proposed in the recent acts of Congress, in which there appears to be practical objections that will be difficult to overcome. The subject is one of great importance, not only for the benefit of the families of the volunteers, but because it encourages among the absent soldiers habits of prudence, economy, and temperance. The manner in which this effort has been responded to by our Regiments and Batteries at the seat of war, has rendered the duty however arduous, one of sincere pleasure to me, and I believe one of profit to the city.

I have thus, gentlemen, occupied your time and attention, with a recital of some of the peculiar duties and acts, which has characterized the preceding City Government, in relation to the military events which have occurred during the last year. And I will now proceed to refer to our own municipal affairs, and endeavor to give such information in regard to the various subjects which are to engage the attention of the City Council, as may be deemed proper and useful.

## FINANCES.

In view of the present state of the country, the subject of our financial condition assumes more than usual importance, and I will therefore endeavor to present a condensed view of the subject, for the information of the City Council, and to extend a general knowledge of our fiscal affairs.

By a prudent anticipation of the wants of the city, all prospective payments, during the financial year ending April 30, 1862, have been principally provided for by the sale of Five per cent. Bonds; which, being sold in the early part of the year, and in a favorable state of the money market, were disposed of at a fraction *above* par.

The Report of the Committee on the Reduction of the City Debt shows that the City Debt, proper, has been increased, in the year 1861, by the amount of \$ 202,281.54. The increase in the ten years, from 1852 to 1862, has been \$ 797,195.31, an average of less than \$ 80,000 per annum, during which time we have paid besides, all ordinary expenses of the city, over \$ 7,000,000, which has been expended for the following objects: —

Widening and Extending Streets, including North, Friend, and Devonshire Streets.....	\$ 1,880,170 67
State Taxes, eight years.....	1,127,417 94
County Expenses, including House of Correction.....	1,068,385 81
South Bay and Public Lands.....	977,842 50
New School Houses.....	750,859 62
Library Building and Lot .....	360,895 76
East Boston Ferries .....	250,000 00
Mt. Washington Avenue, Albany Street Bridge, and con- sequent grade damages, Federal Street Bridge, and East Boston and Chelsea Free Bridge.....	241,169 02
Dover Street and Tremont Street Improvements.....	149,255 98
Public Buildings, such as Engine Houses, Ward Rooms, Station Houses, etc.....	122,602 47
Alterations and Improvements on Buildings at Deer Island,	116,900 80
New Stables, Wharf, etc., at West End.....	84,684 50
Public Garden and Back Bay.....	78,841 26
Mount Hope Cemetery and Improvements.....	39,761 00
Extra Sewerage, Dedham Street.....	33,554 16
Steamboat Henry Morrison.....	17,545 76
Being a grand total, of,	<u>\$ 7,299,837 25</u>

Appropriations, amounting to nearly \$ 1,000,000, are already provided for the following payments to be made in 1862:—

Widening and Paving Streets, including the completion of Albany and Dover Streets .....	\$ 135,000
School Houses and Salaries of Instructors.....	113,000
Water Works and Public Buildings.....	158,000
City Hospital and Soldiers' Relief Fund.....	105,000
Internal Health, New City Stables, and Fire Department,	85,000
Lamps, Police, and Overseers of the Poor .....	145,000
County of Suffolk, South Bay, and Public Garden Fence,	131,000
Incidental Expenses, Interest, and Salaries.....	75,000
Total,	<u>\$ 947,000</u>

I also submit a statement of the City Debt on the first of January, 1862.

Whole amount of Debt.....	\$ 9,624,699 77
Deduct the <i>net</i> Water Debt.....	6,621,600 00
City Debt for all objects, except Water.....	\$ 3,003,099 77

Perhaps our financial condition may be better understood by expressing it in the following form:—

Whole amount of Debt, January 1, 1862.....	\$ 9,624,699 79
Deduct Cash, Bonds, and Mortgages on hand .....	1,222,053 94
Actual Debt of the City, January 1, 1862.....	\$ 8,402,645 83

To offset this debt, we have the Water Works, the gross cost of which is \$ 9,234,000, which a Joint-stock Company would probably be glad to take at \$ 8,000,000, or the whole City Debt; as a small increase in the present water rates, would produce a large and sure income on this amount. Besides this, we have over \$ 12,000,000 in public buildings, lands, and other property, according to a low valuation by the Assessors.

So favorable a state of our finances at this time cannot fail to be exceedingly gratifying to our citizens.

## WATER WORKS.

In consequence of the small amount of rain which has fallen, during the latter part of the past season, the water at Lake Cochituate is lower than it has been for many years, and the means of supply has been, for some time, a cause of anxiety to the Water Board and the City Government.

The amount of water which flows into the city and is used and wasted, is greater, in proportion to the inhabitants, than in any other city. New York, with a population four times larger, uses but one third more water, than Boston. It will, therefore, be among the most important duties of the incoming administration to adopt some measures to remedy an evil so appalling in its consequences, as a scarcity of this element, to our health and safety.

Dudley Pond is now being connected with the lake, but will only furnish a temporary amount. Other sources can only be judiciously obtained after a careful survey of all the available sources in the vicinity.

I therefore deem it my duty to recommend this subject to the immediate attention of the City Council, as considerable time will be required to determine the best source, from which our supply can be increased.

In the mean time, I trust the Water Board will adopt all proper measures to prevent the waste of water, and introduce such mechanical contrivances, for a more economical use of the water, as may have been found successful in other cities.

In other respects the Water Works are in excellent condition; but few repairs or extensions have been required during the year, and the receipts exceed the estimate, by about \$15,000.

The present number of Water Takers, is.....	25,486
Being an increase, during the year, of.....	1,170
The income from the Water Works from January 1, 1861,	
to January 1, 1862, is.....	\$ 364,889 07
Being an increase, over the previous year, of.....	30,334 21
The estimated income, for the year 1862, is.....	\$ 375,000 00

The judicious management, which, has so long characterized this important department of our city, under the charge of the Board of Water Commissioners, is worthy of our highest praise, particularly for the economy and efficiency which has been so signally united in the discharge of their duties.

#### STREETS.

The expenditures, in laying out and widening streets, during the last year, have been less than usual. But the grading and paving, of new and old streets, have

been quite as extensive as in former years. In several instances, the grading has been anticipated a few months to provide employment for poor laborers during the cold season. In all cases in which this has been done, I have been satisfied, that, while it was a boon to the laborer, it was rather an advantage than otherwise to the city.

The grading of Dover Street, and several of the lateral streets extending north, has not been completed, in consequence of the committee being unable to make satisfactory arrangements with some of the owners of the buildings. The accomplishment of an important public improvement, has thus been prevented, to the detriment of many persons, who were willing to conform to the propositions of the city.

The contemplated widening, of Washington and Tremont Streets, has been referred to the present City Council, for such action as they may deem expedient.

#### PUBLIC LANDS.

The sales of public lands made by the Land Commissioners, during the year 1861, have been 102,600 square feet; and the amount received is \$43,979.97.

Lots of land, on the South Bay, have been taken by the City Council, and dedicated to the following purposes:—

For the Free City Hospital, 6 7-10 acres, or.....	292,633	square feet.
For the Health Department and City Stables.....	182,000	" "
For the Paving Department.....	54,237	" "
Total,	<hr/> 478,870	" "

During the year the estate situated between Worcester and Springfield Streets, which was sold in 1858 to the New England Female Medical College, has reverted to the city. This estate consists of 40,000 square feet of land, with a valuable brick building and other improvements thereon.

The total amount of salable lands belonging to the city is as follows:—

South of Dover Street, including the Medical College Estate .....	2,088,743	square feet.
Back Bay Lands on Berkeley and Marlboro' Sts.	44,800	" "
In South Boston, independent of the City Institu- tions .....	970,727	" "
In East Boston, one lot.....	2,500	" "
Total,	<hr/> 3,106,770	" "

#### SOUTH BAY TERRITORY.

The contract for the completion of this territory expired on the first of September, 1861, but the work is not entirely finished. The city, however, is amply secured against any loss on this account, and I congratulate the City Council, that, within a

short time it will be ready for acceptance, by the Land Commissioners.

I am gratified to state, that, satisfactory progress has been made by the contractors for the extension of Albany Street from Dover to Malden Streets. Three-fourths of the sea wall has been built, and nearly all the other work, except the filling of the street, is now completed.

The most difficult and expensive portion of the work has been done, and I have reason to believe that this great thoroughfare will be finished, according to the contract, in another year.

For three years past the City Council have had under consideration, the subject of new City Stables to supersede the present unsafe building now occupied for this purpose. Within the last month a plan has been adopted, and appropriations made, for a brick fire-proof structure, 200 by 80 feet, with accommodations for one hundred horses; and contracts have been made for its erection in the early part of the present year, upon a portion of the South Bay Lands.

The substantial and commodious Stable erected in 1859, in North Grove Street, has rendered the erection of the large and costly building, originally proposed, unnecessary, while the location of two stables in different sections of the city, renders the daily

duty of the Internal Health Department less laborious and expensive, besides giving additional safety to the public property.

#### BACK BAY TERRITORY.

The grading of the streets, and the erection of buildings upon this territory, is progressing with commendable enterprise. Two churches, and a number of substantial first-class dwelling-houses, have been erected during the year, and arrangements are nearly perfected, to erect a building for the Natural History Society, which will be a credit to the Society, and an ornament to this portion of our city.

At the commencement of the year, a special committee was appointed, by the Board of Aldermen, in reference to the streets and drains of this territory. This committee reported, that, in view of the fact, that this territory comprised within its limits a larger area than the whole upland of the town of Boston in 1800, it was of the utmost importance, that a definite system of streets and drainage should be immediately arranged, and recommended the appointment of a commission for this purpose. An able commission was accordingly elected, consisting

of Jonathan Preston, Daniel Davies, M. Denman Ross, and James Slade, of Boston, and James B. Francis, of Lowell, an Engineer of acknowledged experience and ability. The commission entered at once upon their duties, in which they have received the cordial co-operation of the principal parties interested, and they have nearly matured a system of streets and drainage, which they trust will be satisfactory to the various interests, and of permanent benefit to the city. For although the city does not own these lands, still it has a material interest in having the streets and drains so arranged, as to harmonize with a general plan for the benefit of the whole city.

I therefore commend this subject to the favorable consideration of the City Council, and recommend that such appropriations be made, as may be required to enable the commissioners to complete their labors.

The Public Garden, which is connected with this territory, is rapidly becoming worthy of its name. The pond and fountains have been completed, and the walks laid out and graded, and when it is surrounded with a neat and appropriate fence, for which an appropriation has been already made, it will be a beautiful and pleasant place of resort for recreation.

## SCHOOLS.

Our schools generally, are in a prosperous condition, although I cannot but feel some anxiety in regard to the immense labor, care, and responsibility required of the members of the School Committee, in consequence of the merging of the Grammar and Primary School Committees into one body. Under the present system, the average, is five Primary Schools, and a portion of the direct care and responsibility of four or five Grammar Schools, to each member of the Board. The absence from the city, or the neglect of any one member, throws all his duties upon his associates in the district, so that in some cases one half, or one third of the members are obliged to do nearly the whole of the labor. When any change is made in the City Charter, I regard this an important subject to be considered.

Two Grammar School-houses, with all the modern improvements, have been erected during the past year. One of these is for the Phillips School, and the other is on South Street, and is intended to relieve the Boylston School. They will both rank favorably with any of our other school-houses. The Girls' High and Normal School has also been greatly improved in its accommodations, by the purchase

and addition of the premises recently occupied by the Natural History Society, on Mason Street. This, and the alterations and additions to the Primary School-house in East Street, I believe to be judicious and reasonable expenditures.

The introduction of more physical education into our schools is a subject of great importance, particularly in those for girls. Their intellectual development is more rapid, and their natural habits are more sedentary, than in the other sex, consequently more care is required to prevent the desire of literary excellence from being gratified at the expense of their health. Although physical exercise in the schools may not be as necessary for boys, I believe that a stated exercise in military drill and movements would not only give health and vigor to the body, but would instil into them a spirit of order, discipline, and obedience, which could not fail to produce a highly beneficial influence upon their deportment and character.

#### PUBLIC LIBRARY.

Our Public Library is now so firmly established, and is so universally visited and appreciated by all classes of our citizens, that it will be supererogation

for me to attempt to give any information of a general interest, which has not been already anticipated in some other way.

I will therefore simply state that the administration of its affairs continues to be characterized by the same earnest and disinterested efforts, on the part of the Trustees, to maintain and increase its popularity and usefulness, which has already given it so exalted a position among our public institutions, and in comparison with the libraries in any other city in the United States.

The large Catalogue of books in the "Upper Hall" has been completed and printed, during the past year, in a manner which reflects great credit on the Superintendent, Prof. CHARLES C. JEWETT. It is difficult for any one to appreciate the labor and attention bestowed upon this work, as it is not only a list of the standard and most valuable books in *our* Library, but it furnishes, in a few words, the general scope and character of the subjects comprised in any particular book. In this respect it is not simply a catalogue of the Boston Public Library, but it is also a most valuable book of reference for the student and author.

All the departments of the Library, are managed with a prudence and efficiency, that entitles it to the continued favor and confidence of the City Council.

## FREE CITY HOSPITAL.

I am gratified to state that the buildings for this institution are already commenced, and that they will probably be completed during the administration of the present City Government.

The location is on a square of nearly seven acres, bounded by Harrison Avenue, Worcester, Concord, and Albany Streets.

The design for the building, recommended by the Hospital Committee, and adopted by the City Council, was the production of one of our most skilful architects,—GRIDLEY J. F. BRYANT,—in conjunction with Dr. HENRY G. CLARK, who for several years has given much thought and careful study to this subject. It consisted of a centre structure, having six “Pavilions,” or separate hospitals grouped around it, at proper distances for a free circulation of air, to prevent contagion, and to preserve agreeable architectural proportions.

The Joint Committees on the Hospital and Public Buildings have, however, essentially modified the original design, so that the present plan includes only a central building and *four* pavilions, but *two* of which are proposed to be erected at the present time, as the estimated expense of these will absorb the whole appropriation of \$150,000.

As the buildings progress towards completion, it will probably be an advantage to have the watchful supervision of those who are to be connected with it when in operation. It will therefore be expedient for the City Council to determine, at an early day, the manner in which this institution shall be organized and governed. Upon this subject I would respectfully suggest, that it should be under the general charge of a Board of Trustees, composed of citizens at large, to be elected by the City Council, for five years, and of certain members of the City Government, *ex officio*.

In this connection I would also suggest, whether the present opportunity would not be a favorable one to organize a Medical Department for the city, in which the Free City Hospital and the medical departments of all the various Public Institutions should be included. If the City Physician was placed at the head of this department, which would be eminently appropriate, all the medical reports, which are now mixed in with a variety of other incongruous matters in the reports of institutions and of city officers, would then be transmitted to him, and either quarterly or annually we should have a complete but condensed report of the sanitary condition of the city, for future reference.

## AMENDMENT OF THE CITY CHARTER.

The subject of amending the City Charter, is one which has been agitated for several years, and, under the instructions of your predecessors, will be presented to the Legislature as soon as the public business will permit.

Among the most important amendments for your consideration, is that of extending the official term of the members of the City Government for a longer period than is now the practice.

If the members of the City Council were elected for two or three years, only one-half or one-third of the members could be new and inexperienced, which would be a great advantage to the public business. Every member could then act independently, and the great public works and improvements, which are too often neglected for want of proper information, or are acted upon at the close of the year with more haste than discretion, would be judiciously and carefully considered, and thus effect an almost incalculable advantage in the administration of our city affairs.

As it will be proper to appoint a Committee of the City Council upon the general subject of amendments

to the Charter, I will refrain from occupying your time by presenting any further arguments in favor of other amendments.

#### CITY HALL.

In recommending the erection of a new City Hall of sufficient size to accommodate all the departments of the government, I do so from the conviction that the present year will be a favorable one for this undertaking. The Free City Hospital, Public Garden, South Bay, and other expensive works and improvements having been provided for, it appears eminently proper, at this time, to erect an appropriate building for a City Hall, which has been required for the public business for many years.

I have ascertained that the amount now paid for rents for the various premises occupied for city purposes, exceeds the interest upon any reasonable estimate of the expense of such a building as would be worthy of our wealthy municipality. In anticipation of some action upon this subject, arrangements have been made by which temporary accommodations for the City Council, and some of the city officers, could be provided in the Old State House during the erection of the new building; the leases of the tenants being predicated upon this contingency.

I trust, therefore, that this subject will receive the prompt attention from the City Council which its importance demands.

#### LIQUOR LAW.

Notwithstanding the fruitless applications heretofore made to the Legislature for a modification of the existing law, by which the sale of intoxicating liquors may be regulated by a license from the municipal authorities, I deem it my duty to recommend to the City Council, the appointment of a Committee to present this subject to the Legislature, now in session, with the hope that this effort may be more successful.

The fallacy of prohibiting the sale of spirituous liquors, except for medicinal and mechanical purposes, is obvious, from the Report of the State Liquor Agent to the Legislature. The various brands of choice and common liquors, thus sold under the sanction of the State, it would be difficult to find excelled in any other establishment, while the quantity kept on hand, and the capital invested proves, either that a wide-spread epidemic requiring active stimulants for its cure is continually raging in the rural towns of the Commonwealth, or that it is used as a beverage contrary to the statute made and provided.

There can be no reasonable objection to the State Liquor Agency for the convenience or benefit of the rural towns. But to insist upon a law remaining upon the statute book which is absurd in its provisions,—is disregarded by its own agents,—and is not pretended to be enforced in our courts,—refusing all legislation by which it may be regulated, is unworthy of the intelligence of a Massachusetts Legislature. And I have reason to believe that a candid representation of the necessity which exists for a license law to promote the welfare of our city might at this time be regarded with favor.

#### COUNTY AFFAIRS.

The peculiar relation of this city to the County of Suffolk, by which all the duties of County Commissioners and Surveyors of Highways is vested in the Board of Aldermen, increases the labors of that branch of the government to an extent unparalleled in other cities; and it is in the independent exercise of these duties, and those of the Board of Health, required by the City Charter, that it has been so frequently stated, that the Common Council was not sufficiently regarded as a co-ordinate branch of the government.

In all *City* affairs the Council have concurrent jurisdiction through the Joint Standing Committees, and an equal power in the making of all appropriations, and to limit the *general* expenditures by the Board.

Therefore, under the present Charter, the members of the Common Council are simply relieved of some very onerous duties, which would not only occupy a considerable portion of their time during business hours, but would entirely prevent their adjournment, for a recess, during the summer months.

The General Statutes require the duties relating to the County and Board of Health, to be performed within a certain time, and if neglected, the city, in some cases, would irreparably suffer; and consequently it is seldom that any recess can be taken by the Board of Aldermen.

Again, the small number upon each of the Standing Committees of the Board, allows each Committee to arrange its meetings with reference to the convenience of its members, and it is very rare that the meetings are not promptly held and the business transacted. This is not so universal in regard to the Joint Standing Committees, in which the number is much larger. Absence from the city, sickness, the claims of business, and other causes, frequently prevent a quorum from being obtained, and the mem-

bers present have not only lost their time, but the public business is delayed.

I respectfully submit these considerations to the members of the Council, as the subject is not properly understood by them or the community at large.

In this connection, I desire to correct the erroneous impression that our city is peculiarly unfortunate in the verdicts upon the suits in court, to which the city is a party. That the verdicts rendered against the city are occasionally unreasonable, I certainly admit; but many of these verdicts are merely nominally adverse to the city, inasmuch as the amount obtained by the plaintiff is frequently not as large as was previously offered by the City Committee. It is necessary for us to bear in mind that these suits are for damages of some kind, for which the city is generally liable, and the question is simply on the amount to be paid. The party refusing to accept the proposition of the city, commences a suit, the city consequently must be the defendant, and have a verdict against it.

Suppose the plaintiff has claimed \$10,000 as damages, has refused \$7,000, offered by the city, and on the trial the jury awards him \$5,000, the city has in reality gained the case, although the verdict was against it. During the last year the city

has been peculiarly fortunate in this respect, and it affords me great pleasure to give this explanation, as an act of justice to the eminent ability and services of our City Solicitor.

There are many other subjects, which may be considered as important as those I have presented on this occasion, but I will omit a reference to them at this time, reserving them for such special communications, hereafter, as the public business may render expedient.

Gentlemen of the City Council:—In mingling my congratulations with yours in view of the general prosperity of our municipal affairs, let us remember the position of honor and responsibility we occupy in reference to the present condition of our country.

The moral influence of Boston is second to no other city in the United States. The genius and intelligence of her mechanics,—the commercial sagacity of her merchants,—and the financial talents of her capitalists, will compare favorably with those in any other section of the Union. Earnest, true to her historical antecedents, she stands to-day as eminent for her patriotic devotion to the principles of free government, as in the days of the Revolution.

Yielding a willing obedience to the exigency of the times,—proud of her sacrifices,—glorying in the honor and success of her martial sons,—cheerfully responding to the call of the National Government, to sustain the national credit,—rejoicing that she is a defender, and not an aggressor in this fratricidal war,—confidently relying upon the firmness and sound judgment of the President, to control the morbid spirit of party which is even now raising new issues, the effect of which is to embarrass and retard the great political and military events, which are now in progress, she tenders to him a cordial and unwavering support,—and she looks forward hopefully to the time, when the Supreme Ruler of the Universe, shall in His wisdom, still the storm and the tempest which now so fearfully threatens the safety of our ship of state, and when peering out from the dark clouds of disunion star after star emerges, until the glorious cluster of free and sovereign States, North and South, East and West, shall again be bound together by a common interest in each other's welfare, as one People and one Nation.



## A P P E N D I X .

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### REPORT OF THE COMMITTEE ON THE REDUCTION OF THE CITY DEBT.

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IN COMMITTEE ON REDUCTION OF THE CITY DEBT, }  
December 26, 1861. }

THE Joint Standing Committee on the Reduction of the City Debt for the year 1861, respectfully report to the City Council the following statement, showing the situation of the debt at the close of business on the 24th, and the operations on that account during the present municipal year.

Taking up the subject at the close of the past *financial year*, viz: 30th April, 1861, we find that —

The consolidated Funded Debt of the City on the first day of May last, as will be seen by the Auditor's Report, No. 49, page 227, amounted to . . . . . \$ 8,894,499 77

and was nominally divided as follows: —

CITY DEBT . . . . .	\$ 5,439,288 66
WATER DEBT . . . . .	3,455,211 11
<i>Amount carried forward,</i>	\$ 8,894,499 77

<i>Amount brought forward,</i>	<i>\$ 8,894,499 77</i>
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Since that time Loans have been negotiated on various orders of the City Council, dating back as far as May, 1860, to the amount of	345,000 00
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Making the total of <i>Funded</i> debt . . . .	<i>\$ 9,239,499 77</i>
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To which is to be added for loans authorized but not yet obtained . . . . .	477,200 00
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Making a total of . . . . .	<i>\$ 9,716,699 77</i>
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All the payments which have become due have been met at maturity.

The payments since 30th of April have been the following, viz:—

CITY DEBT—due . . . . .	\$ 23,500 00
anticipated . . . . .	10,000 00
WATER SCRIP—due . . . . .	33,000 00
anticipated . . . . .	24,000 00
TEMPORARY WATER LOAN . . . . .	1,500 00
	<hr/> \$ 92,000 00

Leaving the balance of Consolidated Debt, } Funded and Unfunded . . . . .	\$ 9,624,699 77
	<hr/>

This amount the Auditor of Accounts divides as follows:—

WATER DEBT—being the whole net cost to the City of the Water Works to date, say . . . . .	\$ 6,621,600 00
CITY DEBT, for balance . . . . .	3,003,099 77
	<hr/> \$ 9,624,699 77

*In this amount is included about \$950,000 appropriated for work to be done by the incoming and succeeding administrations.*

On the first day of January next there will be due, and will be paid off, \$ 151,792 of the City Debt, and on the first day of April next the sum of \$408,000 of the Water Debt. These amounts will be charged to this Committee against the \$ 546,-024 91 to their credit on the 30th April last, as per Auditor's Report, page 233.

#### MEANS OF PAYING OFF THE DEBT.

It appears by the books of the Treasurer and Auditor that the means of paying off the Debts of the City consist of the following items, all of which are, by ordinance, exclusively applicable to that object, viz: —

Cash Balance in the Treasury to the Credit of the Committee on the Reduction of the City Debt on the 30th April last . . . . .	\$ 546,024 91
Cash received since that time on Bonds and Mortgages then on hand . . . . .	63,989 58
Cash received on Sales of Land and other Real Estate . . . . .	978 72
Cash from Annual Taxes, being the amount ap- propriated for this object, in conformity with the ninth section of the Ordinance on Fi- nance . . . . .	300,000 00
	<hr/>
	910,993 21
<i>Less</i> — The payments made since 30th April, as stated above . . . . .	92,000 00
	<hr/>
Cash means . . . . .	\$ 818,993 21
Bonds and Mortgages on hand, all of which are considered good . . . . .	403,060 73
	<hr/>
	\$ 1,222,053 94

The Consolidated Debt, (funded and unfunded,) on the 24th December, 1860,	amounted to	9,392,790 77
Means on hand at that time . . .	1,192,435 48	
		8,200,364 29
Consolidated Debt on the 24th December, 1861 . . .	\$ 9,624,699 77	
Means on hand . . .	1,222,053 94	
		8,402,645 83
Net increase in 1861 . . . . .		\$ 202,281 54

JOSEPH M. WIGHTMAN, *Mayor.*

J. H. BRADLEY, *Pres. of the Common Council.*

ALBERT BOWKER,

Chairman of the Committee on Finance

on the part of the Common Council.





9094 6340a:41  
1863

THE

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# INAUGURAL ADDRESS

OF

HIS HONOR

## FREDERIC W. LINCOLN, JR.

MAYOR OF THE CITY OF BOSTON,

TO

## THE CITY COUNCIL,

JANUARY 5, 1863.



BOSTON:

J. E. FARWELL & COMPANY, PRINTERS TO THE CITY,

NO. 37 CONGRESS STREET.

1863.

218,000  
McSally  
for 2011

## CITY OF BOSTON.

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*In Common Council*, January 5, 1863.

ORDERED: That his Honor the Mayor be requested to furnish a copy of his Address, that the same may be printed.

Sent up for concurrence.

GEORGE S. HALE, *President.*

*In Board of Aldermen*, January 12, 1863.

Concurred.

THOMAS C. AMORY, JR., *Chairman.*





## A D D R E S S.

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GENTLEMEN OF THE CITY COUNCIL:

On the second Monday of December last, the citizens of Boston were called upon "to meet together within the wards in which they respectively reside," for the election of municipal officers. The City Charter also provides that the officers thus chosen at the annual election shall enter upon their several offices on the first Monday of January.

In accordance with these provisions, having been duly notified that by the returns of votes we have been selected by our fellow-citizens to administer the government for the ensuing year, we have assembled in this hall, and having "taken the oath of allegiance and oath of office, and an oath to support the Constitution of the United States," with a prayer to Almighty God for his blessing, we are prepared to enter upon the duties assigned to us. The proprieties of this occasion, as well as the precedent established by my predecessors, impose upon me the duty of making, on this, the threshold

of a new administration, a few suggestions upon some of the topics which are hereafter to engage our attention.

Associated together for no purpose of selfish aggrandizement, or personal ambition, it is well that we should pause and consider our mutual relations, and those grave responsibilities which our constituents have committed to our care.

The offices we hold are not mere idle honors, conferred as political rewards for party services, but high, important trusts, placed in our hands by the people themselves ; and as, in the relation of a trustee the conscientious man often feels a greater solicitude for the interests of others whom he represents, rather than for those of his own, so we are called upon, in a like manner, to exercise a more vigilant care and a more scrupulous allegiance to those obligations which this position imposes.

We enter upon our duties in the most momentous and perilous epoch of our country's history. Our beloved land, of which we have been so proud, governed by a constitution which secured blessings unknown to any other people, and whose historic annals in peace or war were emblazoned with deeds which added new dignity to human nature, whose flag, the ensign of the free, was respected and feared in every land and upon every sea, is now passing through the fiery furnace of affliction. The scoffs and sneers of

an envious world bear witness to our humiliation, and were it not for that heroic fortitude and manly endurance which were transmitted to this people with the blood of their ancestors, we might look forward to the future with grief and despair.

Boston is passing through this ordeal worthy of her ancient renown. The flower of her youth she is giving to her country's cause, and her fair women cheerfully send husbands, sons, and brothers, and others as dear, to the distant scene of conflict; and though the joy of home has departed, and empty seats are at the fireside, yet with stifled sobs and uncomplaining heroism, they bear the sacrifice, and with nimble fingers and untiring industry seek to succor and comfort the absent — showing that their hearts, if not their persons, "are on the perilous edge of battle." Whatever may have been the causes, whether immediate or remote, which have led to this wicked rebellion, Boston is without reproach. She has been true to all her constitutional obligations — sometimes under the most trying circumstances — and she will remain so to the end. The memories of the Fathers are the inspiration of her sons; and gladly are welcomed toil and suffering in defence of those great principles which have made her what she is, and which she will transmit, at whatever cost, to posterity.

We of this generation are to be tried on our

manhood — our mettle and spirit are to be tested. The experiment is being made to see if we are worthy of this free government under which we have enjoyed so much, and whether the system of republican institutions has raised up a race of men in conformity with its great ideas. In common with the loyal of all parts of the country, the people of Boston feel that great throb of national patriotism which is quickening and stirring so many hearts, and which we trust will, in God's good time, restore a distracted land to its old bonds of union and peace.

The vital interests growing out of the peculiar situation of our national affairs, no doubt exerted an influence on the recent popular election, although it was confined to mere local officers. The state of the country imposes upon the inhabitants an amount of taxation and pecuniary liabilities, unparalleled in our history. This is not the tribunal to pass judgment upon the acts of our predecessors. A distrust should not be expressed as to their loyalty to the great cause of the country; on the other hand, they are to be commended for the vigor with which they endeavored to aid the recruiting of the ranks of the army, and for the contributions from the City Treasury for the support and comfort of those who had volunteered. But there was an apprehension that however deserving these acts were, a wise policy

was not pursued in regard to *other* expenditures. It was felt by an influential class in the community, that with this large expenditure, necessarily extraordinary in its character, growing out of a state of war, an effort should have been made to curtail those of an ordinary nature, some of which might have been proper in a state of prosperity and peace. I speak of this not to harshly condemn those who formerly occupied these seats, nor to impeach their motives, but simply to indicate the policy which should guide our own acts, and which the people expect at our hands.

The times demand, and our constituents have a right to insist, that their servants should pursue a most rigid economy in every department of the public service.

A system of taxation has necessarily been inaugurated by the National Government, which permeates through all the transactions of business experience, and exacts a revenue even within the sphere of social life.

This is a burden which I have no doubt will be cheerfully met, but it comes at a time when the people are least able to bear it, and should cause us to hesitate before we impose one iota more upon them than is actually necessary in carrying on their local affairs.

I do not advocate, in a parsimonious spirit, any

niggardly policy, but submit that we must be governed by the actual circumstances in which we are placed.

I therefore call upon you, as soon as the Government is organized, and as you take your share in the active duties of administration, as members of the different committees, to see to it that a most jealous scrutiny should be exercised in regard to all expenditures, large or small, and I do not think it is beneath the dignity of this occasion to suggest that those expenses which have been in the past so liable to abuse, and which have sometimes been justified as a necessary refreshment from the exhaustive toils of official life, as they are without legal sanction, should be sparingly used, even if they are not entirely abated.

Let us ever remember, in the performance of our official duties, that it is the public interests which demand our attention. Private interests we shall find the most importunate, and by a steady pressure, and that tenacity of purpose which selfishness engenders, will seek to make us believe that public welfare demands what only private interest craves.

In the words of the Charter, it is "discreet persons" who are to be chosen by the people to administer their affairs. Let the wisdom of our acts be in some measure a justification on the part of

the people for the choice they have made in selecting us as their agents.

With these few preliminary observations, allow me to direct your thoughts to some of those practical topics which deserve consideration, premising, however, that it cannot be expected that I should go into details, or that I have much personal knowledge of the present state of public business. The annual reports of the several heads of departments will soon be upon your desks, and from them we shall doubtless derive important information in regard to the transactions of the past year and the prospective wants of that upon which we are entering.

#### FINANCES.

The first subject which naturally attracts our attention is our financial condition. There is some difficulty in presenting this statement for the purposes of comparison, as the municipal and financial year do not correspond in respect to time,—our municipal year commencing in January, our financial year in May. I have sometimes thought that it might be well to make a change in this respect, making the two correspond. A new administration often comes into power with but a small balance of appropriations unexpended, and are often forced into the necessity of making new loans to carry out a

project which they had no responsibility in inaugurating. In this connection, allow me to express a hope that the transfers from the reserved fund may be more jealously guarded. It might be well, if anything is wanted from it for some original project, to require a two-thirds vote, the same as a loan. It is wise to have such a fund in the general appropriation bill, but it should be with such restrictions on its use as will prevent it from being spent for objects only temporary in their character, or for some other purpose which would receive barely the assent of a majority of the members present.

I present a brief memorandum, from the Auditor, of the amount of the city debt, together with the appropriations and the payments, so far, in the present financial year, and the balance unexpended. For a more complete analysis of our financial condition, I would refer you to the late report of the Committee on the Reduction of the City Debt:

CITY DEBT, 3D JANUARY, 1863.

The whole indebtedness of the City, at this time, funded and unfunded, appears to be . . . . .	\$ 10,392,207 77
The means of paying the same are,	
Cash in Treasury . . . . .	\$ 505,733 99
Bonds, &c., all considered good, . . . . .	324,593 19
	830,327 18
	9,561,880 59
Of this amount the Water Works owe . . . . .	6,228,787 14
<i>Amount carried forward,</i>	3,333,093 45

<i>Amount brought forward,</i>	3,333,093 45
The War Loans amount to . . . . .	1,175,000 00
Leaving the net balance incurred for City purposes . . . . .	\$ 2,158,093 45

#### APPROPRIATIONS AND PAYMENTS, 1862-'63.

The whole amount of Appropriations, by Taxes and Loans, for the present financial year, exclusive of the War Expenses, amounted to . . .	\$ 3,807,000 00
The payments already charged on the Auditor's books, against these appropriations, amount to	2,818,000 00
Leaving a balance of . . . . .	\$ 989,000 00
Which is at the disposal of this government.	

The War Loans, most of which have been expended for the relief of soldiers' families, and for bounties to volunteers, and other like expenditures, amount to \$1,175,000. Of this amount \$60,000 have been reimbursed by the State on account of aid rendered to soldiers' families. The expenditures on this account must be continued and provided for by additional loans, the State reimbursing in future years, as in past, a large portion of what may be expended for that object.

#### NEW CITY HALL.

One of the most impressive circumstances of the services of to-day is the fact that probably this is the last City Government that will be organized

within these walls. The multiplied municipal interests of our growing city has demanded for some years greater accommodations for its public offices than the present building affords. The expediency of erecting, in this time of war, a new building, has not been left for us to decide, but has been determined by our predecessors. Plans have been drawn, contracts have partially been made, and, in fact, a building has actually been commenced to take its place. It is our duty in good faith to carry out what has been left unfinished by others; but if we have "entered into their labors," it should be with a clear understanding of what they proposed to do, and the means which they have appropriated toward its end.

In examining the order for the erection of the building, I find that the committee are directed "to erect a City Hall, at a cost not exceeding the sum of one hundred and sixty thousand dollars." That a building can be erected for such a sum I have my doubts; and I am confirmed in this belief by the contracts already made. These only include granite, masonry, carpentry, iron-work, and taking down the old building, and amount to \$ 144,300.

Plastering, copper-work, carving, plumbing, heating apparatus, painting, glazing, marble-work, gas-fixtures, fitting up offices, services of architects, and furniture, have not been contracted for, and have

been estimated by competent judges at \$123,800. This sum, added to \$144,300, makes a total of \$268,100, which must approximate toward the real cost of the work. To this may be fairly added the cost of removal, and rents which the City will have to pay while rebuilding, amounting to ten or twelve thousand dollars. I have deemed it my duty to bring this subject to your early consideration, so that we may definitely know, at the outset, the cost of the edifice, and not be subject to the continual annoyance of new loans to carry on or complete the work.

#### PUBLIC LANDS.

The original public lands owned by the City at the South End have nearly all been sold. Upon them have been erected a large number of the most elegant dwellings of our citizens. The new territory of the South Bay will in part be occupied by public buildings, leaving a large balance, however, for houses, shops, manufacturing establishments, and for general business purposes.

At South Boston the City has for sale about a million of square feet of upland, independent of the territory occupied by the city institutions.

It has been thought, in the past, that our public lands would be a very productive source of wealth to the City; but experience has proved that we

have been too sanguine in this respect. Beside the good policy which has been pursued in selling them at a low valuation, for the purpose of securing tax-paying proprietors, the laying out of streets, the grading, paving, lighting, and in some instances laying edge-stones, considerably reduces the amount anticipated from the sale.

It was thought, when the Water Works were first suggested, that our public lands would pay very nearly their cost; but this has proved fallacious; the result has been otherwise. The account, however, is still satisfactory, as will be seen from the following statement, furnished me by the Superintendent of Public Lands:

Amount of land belonging to the City, situated between Harrison Avenue and the line of Boston Water Power Company, sold from January 1, 1855, to December 31, 1862, has been 1,846,482 square feet, for the sum of . . . . .	\$ 935,681 53
The expenses of the same . . . . .	210,100 03
Leaving a balance of . . . . .	<u>\$ 725,581 50</u>

#### BACK BAY.

In an address to the City Council, in 1860, attention was called to the subject of the Back Bay territory, with a view to a friendly conference and co-operation between the parties interested in the improvements.

It seemed to me at that time, and later examinations of the plans of this large area of level land confirmed me in the opinion, that the City's prospective interest therein should be carefully protected. Consequently, the subsequent appointment of a commission, whose duty it should be to confer with the State Commissioners, the authorities of Roxbury, Brookline, David Sears, and other large owners, for the purpose of arranging some definite plan in regard to the direction and grade of streets, or a thorough system of drainage for the entire territory, was, in my judgment, a wise measure. It will require but slight examination and little reflection to convince almost any one that without some such concert of action as above contemplated and provided, it would be extremely difficult, if not absolutely impracticable, for the representatives of so many and often conflicting interests to voluntarily fall in with or agree to any plan of streets or system of drainage, however much it might be for their interest to do so.

The action of the City, in taking these initiatory steps, while it will materially enhance the value of all the property, will at the same time guard the prospective interests of the City itself, in a great degree, by having the streets laid out uniformly, and properly connected with the older streets, and

thus prevent an additional claim on the Treasury for future widenings and extensions.

The Commission has, I understand, finished all the surveys, and nearly completed the plans of streets and a system of drainage, the report on which will soon be submitted to the City Council.

The City has a right to anticipate from so able a Commission a comprehensive and acceptable plan, as well as a full report on the entire subject entrusted to them.

The names of the Commissioners are, JONATHAN PRESTON, DANIEL DAVIES, JAMES SLADE, JAMES B. FRANCIS, and M. D. Ross.

#### SEWERAGE AT THE SOUTH END.

The extension of the habitable territory of the city caused by the filling up of the flats of the Commonwealth and the Water Power Company, though desirable in itself, has yet caused serious embarrassment in the older settled portions of the city at the South End. Sewers and drains which formerly ran into this basin have been oftentimes cut off or obstructed, and it will be necessary to raise the grade of old localities to meet the new exigency. Without admitting to the full extent the legal claims which are set up by the owners of real estate in this vicinity, yet viewed as a sanitary measure affecting the

health and lives of a large portion of our people, it is the duty of the City to take some measures for their relief.

It was with this view that in 1860 measures were taken to raise the grade of Dover Street, which having been completed it has been necessary to go on with the work, which must be continued until an area of many acres in extent shall be raised to such a grade as will afford a proper drainage.

For a number of years this subject will be one of the greatest importance, involving a large expenditure of public money and much care and discretion in its equitable disbursement.

I take great pleasure in recommending to your attentive perusal an admirable report on this subject from the pen of Alderman Parmenter, of the last City Government.

#### PUBLIC INSTITUTIONS.

It has been my fortune within the past year to have become conversant with that class of Public Institutions, which are situated at South Boston and Deer Island. While always taking a deep interest in them, especially when formerly connected with the City Government, yet I must confess that I did not appreciate their great importance, until I was called into their more intimate connection as one of the

Board of Directors who have them under their immediate charge.

The functions which this Board exercise are vitally connected with some of the most important interests of the community. The different classes of subjects over which their influence extends, embrace pauperism and crime—the most startling concerns of large municipalities; the support of the poor; the custody of the vicious; the care of the homeless and the infirm; the succor and maintenance of the orphan and the neglected ones, together with those whom Providence has afflicted with insanity and madness.

I feel that I ought to bear my testimony from personal knowledge, in favor of the general good management of the institutions, and of the efficiency and fidelity of their respective superintendents. In process of time, with the increase of the population of the city, some changes will be required, especially in regard to the separation of the institutions at Deer Island, which are now necessarily under the same roof.

The condition of the Lunatic Hospital at South Boston deserves some consideration, and if we were in more prosperous times might demand immediate action. The project of building new wings to the present edifice was considered last year, but it was wisely determined not to add any additional cost to the present structure. It may be deemed desirable

at some future period to build a new hospital in some other locality. A report from the Board of Directors on the subject has been referred to the present government.

#### NEW CITY HOSPITAL.

I am happy to know that the buildings for the new City Hospital are nearly completed, and will be ready for occupancy during the approaching summer. The new Hospital seems to complete the system of public charitable institutions under the charge and fostering care of the City Government.

I have great confidence that it will be the means of much good, affording solace and comfort to many who otherwise might suffer, or die neglected. That such an institution was needed, the testimony of our physicians, the almoners of our benevolent societies, and others interested in philanthropic labors among the poor and diseased, has for years given ample proof. The reproach, that Boston had so little hospital accommodations compared with other large cities, is now removed. It will be the duty of the City Council at an early period of the year to select a board of trustees for the organization, as well as the permanent management of the institution.

## EASTERN AVENUE.

One of the most important subjects which may possibly be called to your attention during the year is the construction of a new avenue to South Boston, commonly known as the Eastern Avenue. Any enterprise which will have the effect to promote the welfare of the citizens of this important section of the city, and enhance the value of our unsold lands in that vicinity, should receive the approbation of the Council, providing that it will not interfere with other interests of still greater importance.

South Boston has now three avenues, and it has appeared to me that if another avenue is needed, a continuation of Broadway, one of the most beautiful streets of the municipality, to the city proper, is the most favorable and easy of accomplishment. There are, however, some plausible reasons in favor of the contemplated work, but its construction involves so many other considerations besides the one of a mere highway, that the subject should be approached with much solicitude and circumspection. The project originated with some of our most respectable citizens, who obtained a charter from the Legislature. Subsequently the aid of the City was sought for the accomplishment of the work, but there were legal difficulties in the way, which were afterwards obviated, and the corporators were authorized to transfer

its franchise to the City for the purpose of building it. Its proposed location passes over both public and private property, but I am not aware of the terms and conditions which these parties will impose upon the City if we see fit to construct the work. In fact I find that the City Engineer, who puts the sum for a portion of the work at nearly \$200,000, significantly states "that his estimates do not include the *cost of any property*. That has not been included in his vote of instructions."

It appears to me from the imperfect knowledge of the subject which I now possess, that we should not engage in an enterprise of such magnitude without a more thorough and perfect knowledge of its probable expense.

It should be made clearly apparent that "the public convenience and necessity" require it. The example of the Mount Washington Avenue should be a warning to us. This project was urged with like pertinacity by its friends, but was left uncompleted after the City had defrayed from the Treasury its proportion of the cost, thus benefiting only local interests.

In addition to these views, the enterprise should not be commenced without considering its effects upon the harbor, and the prospective improvement of the South Boston shore. The peculiar state and location of this territory is, I believe, to be one of

the important auxiliaries to the future commercial prosperity of this metropolis. If it is to be the destiny of Boston to increase its business relations in the future, in the same ratio as in the past, the whole of this water front, something like a mile in extent facing the harbor will be required. It affords a fine opportunity for schemes of wet docks and warehouses, and grand depots for the railroads which connect us with the interior and the great West, carrying freight to the edge of tide water, and furnishing unrivalled facilities for that export trade which it is hoped, through the enterprise of our merchants, we shall some time acquire. If we do anything now, let it be done in the direction of such improvements, and not hastily rush into new projects which may embarrass or retard us in the future. The subject is under consideration by the United States Commissioners, as well as by commissioners of our own Commonwealth, and their advice and opinions will no doubt aid us materially in forming our own judgment.

#### BOSTON HARBOR.

One of the most important objects now in progress is the scientific survey of the harbor. The commission consists of Brigadier-General Joseph G. Totten, Chief Engineer of the United States, Prof. A. D. Bache, Superintendent of the Coast Survey, and Rear

Admiral C. H. Davis, Chief of Bureau of Navigation. They were invited, and accepted the trusts in 1859. The work has steadily been going on since, although from the prominent position of the commissioners in the National Government, and their necessary separation from each other in the public service during the war, they have not yet concluded their labors. Their services are voluntary, and without any emolument, their travelling expenses only being paid by the City.

Their opinions are free from any local bias, and they treat the whole subject as scientific engineers, proceeding deliberately to their conclusions on the basis of careful, multiplied, and unwearied observations. The objects of the Commission were general, but the knowledge which they obtain, and the opinions which they form, are of such a character as will often bear with great force and weight of authority on special subjects which may come under the consideration of the City Council, or State Legislature.

The objects and duties of the Commission may be enumerated: 1st, an accurate knowledge of the condition of the harbor at this day; 2d, an accurate knowledge of its progressive changes of condition as far as they can be reliably determined — this determination to be the result of comparisons at different periods; 3d, the remedy of any evils springing from

these changes of condition ; 4th, the means which it will be necessary to take to preserve the existing regimen when it is healthy and works beneficially.

The study of the currents and of their effects is indispensable, and forms a considerable part of the expenses and delay of the Commission. Upon this study will depend most important conclusions.

A series of reports has already been made by the Commission, some of which bear the marks of varied and continued labors in the field and patient research in the closet. Of these reports that which is known in the series as the "fourth" possesses at the moment a peculiar interest. It is a preliminary report on the currents of the harbor, and gives a special discussion of the conflict and dispersion of the tidal streams of flood and ebb in the upper harbor. They vary in direction during the two states of the tide in a manner which demands the most patient inquiry for their perfect comprehension.

It is understood that this fourth report will have for its sequel a report on the occupation of South Boston Flats with a view to permanent improvement.

I shall urge the gentlemen composing the Commission to furnish this report as soon as possible, or as soon as their other duties will allow of their giving their attention to the subject.

In connection with the subject of the harbor, it

is proper for me to allude to the condition of the sea wall on the Brewster, which recent storms have much damaged, and which imperatively calls for Congressional action. Some steps, also, should be taken to influence the National Government for additional heavy armament for our forts, or a floating battery or ram within our waters to protect us against the attack of a foreign foe, should the complications in our national affairs excite any apprehensions on our part.

The limits of an inaugural address will not permit me to speak of many subjects of municipal importance equally deserving consideration as those to which allusion has already been made.

The Public Schools, the Public Library, the Water Works, the Fire Department, are each in their separate spheres performing the good they were designed to accomplish, and so well that all that is necessary to say is a word of commendation in favor of those who have had them under their immediate control.

I regret that some change has not been made by the Legislature in the organization of the Overseers of the Poor, a subject which should receive the renewed attention of every Government until a reform is made in that department.

A prolific source of public expenditure is our streets. At times large amounts are required for widening and paving, while always their care and

cleanliness, as a necessary sanitary measure, make constant drafts upon the treasury. I have felt in ordinary times that we were too lavish in our paving appropriation, and trust that in the present year it will be considerably reduced. In regard to the Health Department, may it not be well to consider the expediency of having a portion of this work let out by contract, thereby probably saving each year several thousand dollars?

The work on South Bay territory, which has for so many years been under contract, costing an immense amount of public money, and which has made the name of "Evans" a household word within these walls, has finally been completed; but the contract for the extension of Albany Street is still unfinished.

The introduction of horse railroads has opened a new field for municipal legislation. While fully admitting the great benefits which the mass of the people enjoy from their use, great care should be taken that they do not usurp powers over the highways which, however advantageous to those corporations themselves, yet impair private rights as well as the public interests.

The new rules and regulations of the Police Department will, I trust, add to its efficiency; but it is the moral character and nerve and vigilance of the members of the force which must give any system success.

There are peculiar temptations which surround every officer, and perfection cannot be found in any individual, but the community have a right to expect at this time some radical changes in this department, and they will be made by the Executive with a sense of that deep responsibility to the public welfare which a department so closely under his supervision demands.

I have now, gentlemen, trespassed longer upon your time than I had proposed to myself, and must bring these remarks to a close.

I shall have occasion frequently, in the line of my duty, to call your attention to special subjects which deserve consideration. Our constituents, ignoring in a great measure all party questions, have brought us together to promote the welfare of every class and rank into which the community is divided. The great and permanent interests of the whole city and its entire population we are placed here to advance and sustain. Let party names and partisan issues be banished from our councils ; let our legislative acts have but one motive, the public good, and let it be understood that character must be the great merit which every applicant for office or position must possess, if he expect favor at our hands.

While appreciating with the deepest sensibility the marked and unsolicited compliment which has been paid to me by my fellow-citizens, in again calling

upon me to assume former official relations to the Government, yet my only confidence in the success of my administration depends upon the aid and co-operation which I shall receive from you who have been chosen by the people as members of the coordinate branches. Our citizens have a right to demand that reforms shall be made where they are needed, and that abuses which have crept into the public service should be exposed and their authors shorn of power and influence. Too much blame is often attached to the Mayor on account of the deeds of others connected with the Government, over whom he has no personal supervision, and if any authority, only extremely limited in its character. It should be remembered that the Chief Magistrate is neither omnipresent nor omniscient, but must depend upon others for means of information. Every individual member of the Government, therefore, should consider himself the guardian of its reputation and character, and should see to it that no stain should rest upon its fame, and that if wrong is found or suspected anywhere, he is responsible that measures should be taken for redress and reparation. That there will be this mutual help and concerted action between ourselves, I have the fullest confidence. Otherwise, I should approach that portion of the public duties allotted to my care with the deepest apprehension.

The year upon which we have entered is preg-

nant with those great events which will seal our destiny as a nation. At such an hour let no uncertain sound be heard from that city within whose boundaries repose the dust of Hancock and of Adams, and which did so much to give this people a name among the nations of the earth. The stones in her streets, where revolutionary blood was first shed, will cry out in shame if she prove recreant to duty.

Let us sustain, in every constitutional way, the President of the United States and the Governor of our own beloved Commonwealth in all measures which shall be necessary to secure the perpetuity of the Union and the blessings of liberty, founded upon the principles of law and order.

Let us, in our humble way and limited sphere, do our part in this eventful crisis of our country's history, and, recalling to memory the oaths we have taken, solemnly dedicate ourselves to her service.

Our first obligations are here, about our homes, the seat of our dearest affections; let us rely for strength for our duties upon that Great Ruler who reigneth over all, remembering that "except the Lord keep the city the watchman waketh but in vain."



4

THE  
INAUGURAL ADDRESS  
OF  
HIS HONOR  
FREDERIC W. LINCOLN, JR.  
MAYOR OF THE CITY OF BOSTON,  
TO THE CITY COUNCIL,

JANUARY 4, 1864.



BOSTON:  
J. E. FARWELL AND COMPANY, PRINTERS TO THE CITY,  
NO. 37 CONGRESS STREET.  
1864.



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CITY OF BOSTON.

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*In Common Council*, January 4, 1864.

ORDERED: That His Honor the Mayor be requested to furnish a copy of his Address, that the same may be printed.

Sent up for concurrence.

GEORGE S. HALE, *President.*

*In Board of Aldermen*, January 4, 1864.

Concurred.

OTIS NORCROSS, *Chairman.*



## A D D R E S S.

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GENTLEMEN OF THE CITY COUNCIL:

The City of Boston enters to-day upon a new year in its municipal history. Its people, in the exercise of their rights of suffrage, have chosen and set you apart as the guardians of their interests. It is the duty of every citizen to bear his share of the public burdens, and to take upon himself those official responsibilities which the general voice demands at his hands. When these offices are unsolicited, and are assumed with no unworthy motives, it is honorable to be the recipients of such trusts and to receive such tokens of regard. Neither pecuniary emolument nor exalted rank are attendant upon the exercise of your duties ; but you become simply the agents of the people, acting in their behalf for the common good. If you are true to your obligations, you will satisfy your own consciences and participate with the rest of your fellow-citizens in the blessings which may follow from

your exertions; if you are false, and shape your official course for selfish ends, or seek to win only popular applause, which is often temporary in duration, you will blast your own reputations, and also share in the misery which your misconduct or neglect may entail. That the people have been wise, we must prove by our own conduct,—that they have been generous and confiding is the reason why we are here at all. With the solemnity of an oath, we have invoked the presence of the Most High, to testify to the sincerity of our intentions, and our prayers have gone up to Him for the strength which we may require.

We represent a City which, from its historic associations, and the intelligence and patriotism of its people, takes a deep interest in the great struggle in which, to preserve its integrity, our Nation is engaged. We may not suffer, on account of our geographical position, the dire calamity of the war that is upon us, but it calls for new duties, in addition to the usual routine of municipal concerns: In the capital of a Commonwealth, which has stood first and foremost in everything which promotes civilization, and which has clung with an unfaltering faith to those great principles upon which this nation was founded, a new dignity is imparted to our position by the eventful period in which we are called to act. The military successes of the past year have sustained the hopes of the

patriot, and justified the prospect of the final overthrow of the rebellion at an early day. A wise providence has so far prolonged the contest, that the cause which provoked it might be more surely eradicated from the soil of a nation, whose boast had been before the world, that within its domains liberty and the equal rights of man were maintained by fundamental laws. Many of those problems, whose solution seemed so doubtful in the future, have been settled by the logic of events, and the Almighty hand which provided for his chosen people, "the cloud by day and the pillar of fire by night," has led us on with a degree of success which no human intelligence could have foreseen. Other nations, which at one period seemed to be about taking a part in the conflict, have paused in their course, and are watching with anxious solicitude the result of one of the most momentous struggles in the annals of mankind.

In common with the rest of the Union, we share the evils which afflict the nation, but at the same time we have much reason for congratulation upon the general prosperity of the particular community in which we live. Business in nearly all departments is good; capital and labor more highly remunerative than at any former period. Accommodating their interests to the new condition of things, our citizens are fully em-

ployed, and are rapidly seeking new enterprises for emolument and profit. If in a state of war our prosperity is so apparent, we have reason to indulge the most sanguine anticipations for the future, when the Rebellion shall be crushed and the whole Nation be at peace. Let us enter with cheerful alacrity upon the several tasks to which we are respectively assigned, guided by the experience of the past, and, at the same time, apprehending by a wise forecast the additional responsibility which the condition of the country and the material and intellectual progress of our City demand.

In conformity with custom, at the inauguration of a new City Council, it is my official duty to present a statement of the condition of the public business with such suggestions as may be deemed pertinent to the occasion. In doing this I will premise by saying that it is not my intention to lay before you any new schemes for the expenditure of public money. The works now in progress and the extraordinary expenses growing out of national affairs, will warrant a postponement of every new project which is not imperatively called for by actual necessities. Our real wants are so large that the most watchful economy must be used, even in expenditures which are popular in their character and considered of vital importance.

## FINANCES.

It is a gratifying fact that our financial credit, as shown by the sales of City Bonds, still stands so high in the money market. The policy of the Government in paying our funded loan, principal and interest, in gold, has enhanced the value of our stock at home, and given much satisfaction to our creditors abroad, who hold a large proportion of our scrip. The fact that we can borrow money on reasonable terms is a temptation to be profuse in expenditures, but we must recollect that the time will come for payment, and that the principal means for such payment must come from the pockets of the tax-payers, as we have comparatively few other resources of income.

In this connection allow me to suggest the propriety that committees hereafter appointed shall rigidly conform to the rules of the Government in regard to expenditures. Although an appropriation has been made for a certain object which is under the control of a committee, yet they have not the right to expend the whole or any part of it without a special order, unless full power was given them by the City Council when the original appropriation was granted. Under a precedent established many years since, certain committees have violated this rule, while others have conformed to it. There should be uniformity in this

respect. The City Council should have more perfect information from time to time during the year of the disbursements from the treasury and give their sanction for the same. Under the present system in some departments this knowledge is possessed only by the Mayor and Committee on Accounts, in addition to the Committee who authorize the expenditure.

In accordance with a provision in the ordinance on finance, we have a Committee on the Reduction of the City Debt, who report annually at the close of each municipal year. To this Committee are credited the balance of unexpended appropriations at the end of the financial year which expires on the thirtieth of April, the amount of property sold belonging to the City, (such as public lands, &c.,) the amount received on account of the principal and interest of bonds and mortgages, and the cash received from an annual tax of three per cent. on the principal of the City debt. These various amounts are sacredly set apart as a sinking fund for the payment of the bonds of the City debt as they come to maturity. The total of this fund on the 24th of December, 1863, was one million three hundred and seven thousand seventy-eight dollars and twenty-seven cents, which must of course be deducted from the whole amount to show our real indebtedness.

Thus the whole amount of the present debt is . . . . .	\$ 11,248,732 77
Deduct the means on hand . . . . .	1,307,078 27
Leaves . . . . .	\$ 9,941,654 50

I will not weary your patience by going into details ; for these I must refer you to the Treasurer and the Auditor, and to the Report of the Committee, which has been printed and is appended hereto. But the practical question to be determined at this time is the relative amount of our debt as compared with the corresponding period last year ; and in answer I would state that as appears from the accounts the increase is six hundred and fifty-eight thousand eight hundred and twenty-five dollars (\$ 658,825) ; but, as the means for payment have also increased, it shows a net addition to the debt of three hundred and seventy-nine thousand seven hundred and seventy-three dollars and ninety-one cents (\$ 379,773 91).

There has been a decrease, during the year, of the water debt and also of the City debt proper, but there has been in addition to the war debt, thus increasing our total indebtedness as above stated.

I must confess that under all the circumstances this is a more gratifying statement than I supposed I should be able to lay before you. There is one fact that our citizens should recollect in the examination of their tax-bills, and that is, that it includes their proportion of the expenditures of the State, and is not all absorbed in the local expenses of the City. The amount of the State tax until recently has been very small, but it necessarily has been much increased on account of

the war, and as Boston pays about one third of the whole it seems to be a very heavy burden. The amount paid during the year to the Commonwealth was:—

	State tax.
On account of bounties . . . . .	\$ 1,077,726 41
Reimbursed . . . . .	564,700 00
	<hr/>
	\$ 513,026 41
	<hr/>
	\$ 1,269,626 41

I would respectfully suggest that hereafter the sum should be divided in the tax-bills *pro rata*, so that the relative amounts to be paid to the State and the City may be known by the tax-payer.

#### PUBLIC BUILDINGS.

The constant growth of the City, requiring each year some additional edifices and the necessary repairs of old buildings, constitutes a large sum in the annual expenditures of the City. In the last year two new primary schoolhouses were finished, each of them with accommodations for ward meetings. One is situated in North Bennet Street and the other on Harrison Avenue. A contract has been made for another on the old gun-house estate on Fort Hill.

The new City Stables with their out-buildings are nearly completed, and ready for occupancy; the City Hospital will soon be finished and the new City Hall is progressing as well as the magnitude of such a

building will permit. The hope entertained at one time that it might be occupied during the present year will not probably be realized.

The cost of this edifice, as was feared, will far exceed the estimate stated at the commencement of the work, and will probably be between three and four hundred thousand dollars.

#### PUBLIC LANDS.

The sales of public lands during the year 1863, south of Dover Street, were  $93,956\frac{7}{100}$  feet, for the sum of \$ 93,956.78 ; at South Boston, 24,500 feet, for the sum of \$ 8,187.50.

The principal amount of the lands belonging to the City and for sale are in these localities. We have in addition two lots on the Back Bay Territory and two at East Boston, and some others in various parts of the City reserved for City purposes.

The total amount of salable lands is now 2,717,606 square feet. These lands are under the control of a Board of Commissioners, their action requiring the approval of the Mayor. As the streets have mostly been laid out, and the amount of the lands much reduced in quantity, it might be well to consider the expediency of abolishing the Commission, and permitting the City Council to assume the care of this public interest. I do not make this recommendation for the

purpose of disparaging the valuable services of the gentlemen who are now, or who have heretofore acted on this Board, but because I believe the time has arrived for some action, to simplify the business operation of the Government in this matter.

#### STREETS.

There has not been during the year as large an amount as usual expended in laying out and widening streets. No important enterprise has been projected, and the action of the Government has been devoted to the examination and adjustment of old claims, and to such widenings as have necessarily been occasioned by the erection of new buildings. These have been put back to prospective lines long since established.

The crowded state of our streets in some of the most important of our business localities, will, at some future time, call for action. State Street, on its northerly side, will either demand a new avenue or the widening of its present thoroughfares to accommodate the great mass of teams which pass to and from the market, or the depots in the northerly section of the city.

There are other streets which require relief when our circumstances will justify a large expenditure for the purpose. No new project of magnitude, however, should be encouraged without the prospect of a generous contribution from the owners of estates who are to be benefited.

Albany Street still remains unfinished, but the amount of work required to complete it is not very large, and it will probably be ready for acceptance early in the spring.

The expenditures of the Paving Department have been materially decreased. A large amount of repaving has been done in the City proper, and new streets have been opened and others graded and paved in East and South Boston.

#### HORSE RAILROADS.

The introduction of horse railroads into our streets has been a prolific source of legislation in the upper branch of the Government. They have multiplied without any regular plan, and their conflicting interests are often prejudicial to the public good.

They become a power in the community, because the accommodations they furnish are enjoyed by such large numbers, while the privileges which have been granted to them are sometimes used to the manifest injury of others who have the same rights on the public highways. The subject will require the renewed attention of the Board, who have them under their immediate control.

## DRAINAGE.

One of the subjects requiring the serious consideration of the Government is the present condition of the drainage of the City.

Formerly, Boston was considered one of the best-drained cities of the world; but so much has been done by other large municipalities, and the improvements which have been suggested by the advance of sanitary knowledge, that we have comparatively lost our high rank in this respect.

This arises in a great measure from the fact that the topographical character of the City as a whole has been changed.

Our habitable territory has been enlarged. This has been accomplished by reclaiming land from the sea; but the territory is level, and I fear that care has not been taken to grade it sufficiently high above tide water.

No serious complaints are heard from the older parts of the City. There are some difficulties from the South Cove, so called, but the most important portion which calls for your prompt and decisive action is that territory comprising a part of wards nine and eleven, which formerly drained into the Back Bay.

Already the City has expended a large sum of

money in raising a portion of this district to its proper level, and this expenditure must go on if we wish to promote the health and physical comfort of the inhabitants.

The abutters on the streets in this locality should meet the City fairly and bear their proportion of the expense; for only in a small number of cases have they any legal claims, however disastrous to the value of their estates this change in their condition may be.

#### BACK BAY TERRITORY.

The injuries already accrued to the property in the older portions of the City by making the new territory has excited much apprehension for both portions, old and new, and demands decisive action at the present time, so that we may have in the future no mistakes to rectify, or errors to lament, which a seasonable foresight would have prevented.

The closing hours of the late administration were devoted to the consideration of a report of a commission which had the approval of a committee of the Government, who have, in consultation with the Commonwealth and the Water Power Company, suggested some changes in the agreement already existing between these parties and the City, under what is called the Tripartite Treaty. No definite action

was taken, and thus the whole subject comes before the new City Government and imperatively calls for your earliest attention.

I will not trespass upon your patience at this time by an examination of the many vital interests connected with it, both as regards the present and the future prosperity of this City, but I do not hesitate to declare that it is the most momentous of the local interests which will be brought before you the present year. It demands the most thoughtful study and the most careful consideration, and if it can be settled to the satisfaction of all parties interested it will be a cause for much congratulation.

The subject has been before the Government for a number of years, and it is time that it was settled on fair and equitable terms.

#### CITY HOSPITAL.

The new City Hospital is nearly completed, and in a few weeks will be ready for occupancy.

The group of buildings present much architectural beauty, and when the grounds are put in order, according to plans already matured, the whole will be an ornament to our City, and will doubtless become an object of peculiar interest to both stranger and citizen.

This institution is supplied with every improve-

ment known to modern science applicable to a general hospital.

The several wards in the two pavilions are high, light, cheerful and elegant, and have in and about them every possible contrivance for the promotion of comfort, convenience, and order. The means for warming and ventilating are abundant, and are arranged on the most modern approved principles.

The centre building contains many noble private wards of substantial beauty, where the sick or mutilated patient may avail himself of the best accommodations and medical and surgical skill the City affords.

In this establishment we have added to the City an object of just local pride, where the unfortunate, stricken down by disease or accident, may find an asylum for the recovery of lost health, and where those of moderate circumstances may find better accommodations, at a much less cost, than in a private house. It is a noble institution, born of the benevolent and beneficent spirit of our City, and is intended to supply those social wants beyond the means of the worthy poor which will restore them to health and usefulness. As the great body of the people through its Government have thus established the Institution, it is hoped that the more affluent of our

citizens, by donations and endowments, will furnish the means for its support.

It is not to be a pauper establishment for the support of those who have been reduced to disease and beggary by vice, but a noble charity for the virtuous poor. "It is for the reception of those who require temporary relief during sickness, and who on their restoration will be able to support themselves." To carry out the spirit in which it was originally conceived, the votive offerings of those who have been blessed with wealth should minister to the necessities of its inmates. The names of Elisha Goodnow and Lawrence Nichols will be remembered as among its first benefactors. Their example we trust will be followed by others, so that but a small portion of the annual expenses will have to be furnished by the City Treasury. A Board of Trustees has been organized during the past year, who will be prepared to assume the management when the buildings are finished and ready for the admission of patients. The following is a list of physicians and surgeons appointed for the hospital:—

*Consulting Physicians and Surgeons.*

John Ware, M. D.	S. D. Townsend, M. D.
John Jeffries, M. D.	Winslow Lewis, M. D.
A. A. Gould, M. D.	Silas Durkee, M. D.

*Visiting Physicians.*

John C. Dalton, M. D.	J. Baxter Upham, M. D.
Wm. W. Morland, M. D.	J. N. Borland, M. D.
Fitch Edward Oliver, M. D.	J. G. Blake, M. D.

*Visiting Surgeons.*

Charles H. Stedman, M. D.	Charles D. Homans, M. D.
Chas. E. Buckingham, M. D.	Algernon Coolidge, M. D.
Duncan McB. Thaxter, M. D.	David W. Cheever, M. D.

*Ophthalmic Surgeon.*

Henry W. Williams, M. D.

## CLAIMS.

An important department of the City Government is that represented by the Committee on Claims.

In addition to their usual routine of duty the committee have had to investigate the damages to property occasioned by the riot in July. The total amount paid on this account was \$5,507.72.

The claims for grade damages on Dover Street and vicinity are before referees for adjustment.

Among the legal controversies in which the City is engaged, may be mentioned the Summer Street dock case, relating to the right of the City to extend and maintain one of the oldest drains in the town, over its own land and flats to low-water mark. The

suits were brought by a gentleman representing himself to be a citizen of Rhode Island. The trials have been held out of this State. They have now been removed to Massachusetts, and it is hoped that a speedy and satisfactory result will soon be obtained.

The ancient rights of the City to hold and maintain its drains, and use the flats originally reserved for the use of the town, are vital to the interests of the city, and are considered to be firmly established by the decisions of the United States Supreme Court already made in this case.

#### OVERSEERS OF THE POOR.

The relations of this Board to the people have so frequently been called to the attention of the Government, that I must express my great satisfaction that public opinion has finally been aroused on the subject.

The decisive action taken last year by both branches of the City Council, in stopping illegal appropriations, meets my hearty approval, and will result in lessening our expenditures, and in the end will be beneficial to the worthy and industrious poor. The public exigencies now require a radical reform in the dispensation of the out-door charities of the City, and your

early attention is called to the subject so that an appeal may be made to the Legislature now about to commence its session.

#### PUBLIC SCHOOLS.

The interest which Boston has always cherished in the cause of Education, and the large sums which are annually expended for the support of her Public Schools, have ever been a just pride to her own citizens, and have given her an honorable reputation outside of her limits.

The system is so perfect in itself, and so jealously guarded by those whom the people place over it, that not much remains to be said upon an occasion like the present. We have great reason for congratulation on the present prosperity of this great interest of the City, and our only apprehension arises from the fact that the cause in itself is so popular that we may be tempted to be extravagant in the expenditures which it demands.

The current expenses of the Public Schools for the past year were \$426,274.40, and the whole amount expended for school purposes, including the cost of building and lots, was \$534,087.14, which is \$40-480.70 less than the expenditure of the preceding year. This diminution is owing to the fact that dur-

ing the past year the demand for increased accommodations has been less than it was for several previous years.

The average number of pupils belonging to our Public Schools, of different grades, during the past year, was 27,051.

It appears that the cost per scholar for tuition alone is \$11.50; and the whole cost for both tuition and incidental expenses is \$15.77.

#### PUBLIC INSTITUTIONS.

I desire, on this occasion, especially to bear my testimony to the general good condition of the institutions at South Boston and Deer Island, and my great confidence in the discretion and wise management of the gentlemen who constitute the Board of Directors.

The popular feeling has recently been excited by a statement in regard to alleged abuses in a department where discipline was required.

These charges should be thoroughly investigated and the parties implicated be exonerated from blame if they are worthy, or be censured and held responsible for their acts if they have done anything to justify a rebuke.

Prompt action in such matters is the wisest policy, and your early attention is called to the subject.

## POLICE.

As this Department is under the immediate charge of the Executive, there ought, perhaps, to be some delicacy on his part in speaking of its merits, as it might be considered as commending the appointing power. I believe, however, that all who are acquainted with its internal affairs, as well as those who are observant of its outward action, are well satisfied as to its condition and efficiency.

The responsibility which is attendant upon my position I have ever exercised without fear or favor, and I have had the satisfaction to know that it has received the approval of the most respectable portion of our citizens.

The changes which have been made during the last year have proved beneficial to the discipline and good order of the Department, have sustained its character and have resulted in much good. That each and every member is fully up to the high standard which the office requires I do not claim, but at the same time, as a whole, I believe the Department will compare favorably with the force of any city on this continent. During the year a new ordinance has been passed by the City Council, and new rules and regulations have been adopted for the guidance of the members. To remove the temptation to which it is thought they might be some time liable of being

used for political purposes, the terms of the service have been changed, and the officers now hold their positions on good behavior instead of an annual appointment. This change will require more care and circumspection in the selection of new officers, and admits the possibility that some incompetent men may be retained in the Department. A man may be worthy, unimpeachable in morals and general conduct, and yet not possess the energy and tact to meet the requirements of a good police officer.

Citizens should be careful in their recommendations, and candidates should have a proper sense of their fitness for the place, before they embarrass the Mayor by pressing claims for appointments. The Annual Report of the Chief will soon be printed for your inspection, which will show in detail the magnitude of the duties performed the last year.

The only special service, which at this time requires particular mention, is the efficiency and good conduct of the Department at the time of the conscription riot in July. Not a man flinched from duty or embarrassed the action of the Government by pusillanimity or indiscretion. They were prompt and energetic through all the scenes of the disorder, and by their personal bearing and courage aided materially in quelling the tumult and preventing further disturbance. Their discipline and meritorious services added new laurels to the rep-

utation which they already enjoyed, and satisfied our citizens that the confidence which had been placed in them had been justified by their action under peculiarly trying circumstances.

In addition to the duties performed for the City, the services of our police, particularly the detectives, are often required by other cities and towns. If a murder or a robbery of magnitude is committed in other localities, our force is frequently put in requisition to ferret out the offender. This aid is willingly granted for the public good; and although the request may be considered as a compliment to the efficiency of the officers, yet it is often attended with unpleasant circumstances, requiring much time and labor, and generally without any remuneration.

The station-houses, with one exception, are the property of the city. That of station four is under a lease which soon expires. This building is very unsuitable for the purpose for which it is used, and I recommend that the necessary arrangements be commenced forthwith for the erection of a new building in some other locality in the district, which will be specially adapted to the service of the Police Department.

#### LICENSE LAW.

I believe that it is universally admitted that a large proportion of the crime and misery which afflict the

community arises from the sale and intemperate use of intoxicating spirits.

The difficulty of enforcing the present laws on the subject, in a large City, cannot be appreciated except by those whose province it is to appeal to the courts for aid. With the present public sentiment on the subject, and with juries representing and embodying this sentiment, there is a difficulty in obtaining a verdict except in aggravated cases. The experience of every prosecuting officer will bear testimony to the fact. The only remedy, until public opinion is changed, is new legislation from the Commonwealth, and the enactment of a stringent license law with proper penalties, which will restrict the sale of intoxicating liquors. I am aware that this recommendation will cause grief to many friends of good order and morals, but I believe it is made to promote the cause of temperance, and from an honest conviction which a conscientious examination of the subject has forced upon my judgment.

#### EAST BOSTON FERRIES.

A fruitful subject of discussion in the past proceedings of the Municipal Government has been the relations of East Boston with the City proper through its ferry accommodations. This portion of our City is in itself well situated, furnishing unrivalled facilities for ship-building, and other interests connected with mer-

cantile affairs as well as for extensive manufactories, and is a desirable and healthy locality for private dwellings.

Its position in the harbor is so peculiar that a bridge would seriously interfere with navigation, and with the interests of the Navy Yard at Charlestown, and thus its only direct communication with the rest of the City must be by ferries. For a time, one ferry fully met all the demands of the people; but on account of alleged bad management in accommodating itself to increasing wants, and a feeling that the growth of the place would support two ferries, some of the citizens made an application to the Legislature, and a charter for a new ferry was granted.

Sometimes these two corporations have been in competition with each other, and sometimes they have united in raising their rates of toll, and the result has been that much dissatisfaction has been felt by the inhabitants.

Frequent appeals have been made to the City Government for relief, which have been met in a liberal spirit, but still without affording that satisfaction to the people which they deemed the circumstances required. The new ferry has ceased its operations, although the corporation is under bonds to the City to the amount of one hundred thousand dollars to run for a term of years.

It is understood that the other ferry is now making suitable arrangements to accommodate the increased business thus thrown suddenly on their hands.

It will not take many months to determine the fact whether they will be able to accomplish this undertaking. There have been a number of plans suggested to meet the exigency, if such should not be the case.

The subject will probably come before you during the year, and I hope it will be met in a liberal spirit, irrespective of the prejudices and excited feelings which the controversy has engendered, and that it will be determined with the single purpose of permanently benefiting the people of this important section of the city.

#### HARBOR.

The survey of the harbor going on under the direction of the United States Harbor Commissioners, but at the expense of the City, is nearly completed. The new facts which have been brought to notice by the work deserve the attention of all who are concerned for the prosperity of the City.

The series of reports embody a vast amount of valuable information from reliable sources.

In the prosecution of the work the attention of the Commissioners has been frequently called to particular projects under the consideration of the Legis-

lature or the City, and they have been investigated with great care, adding very materially to the duties which were so generously assumed when these gentlemen accepted the invitation to act as Commissioners.

When the whole work is completed, and its results determined on scientific principles, and the new schemes and projects have passed the ordeal of a thorough examination, it is hoped that there will be a mutual coöperation between the Commonwealth and the City in regard to this great interest.

In connection with this subject I desire to call your attention to a series of articles, which originally appeared in the "Boston Daily Advertiser," and which, on account of their merit, have been republished at the request of the last Government.

The military defences of the harbor have been much strengthened during the year by the addition of heavy armament on the forts.

As the interest of the National Government is naturally first excited to meet the immediate wants at the seat of war, the State has appropriated a million of dollars for the purpose of providing guns for harbor defence. A systematic plan, with specifications and estimates as to cost, has been devised for obstructing our waters in case of a siege or the approach of a hostile fleet.

The present favorable condition of our affairs with foreign nations it is hoped will continue, and thus prevent the necessity of resorting to any such means for protection.

#### RELIEF FOR SOLDIERS' FAMILIES.

Immediately after the commencement of the rebellion it was found that many of the men who had volunteered their services in defence of their country had not made adequate provision for their families during their absence. To provide for this necessity the Legislature, on the 23d of May, 1861, granted leave to the cities and towns to raise money for the relief of the dependents of such of its inhabitants as had or might thereafter enlist as volunteers in the army of the United States, the State agreeing to reimburse the major portion of it; subsequently such amendments and additions have been made as the practical working of the law seemed to demand. On the 17th day of June, 1861, the City Council organized a Relief Committee, appointing the Aldermen and Councilmen of each ward a committee to examine the claims within their own district.

During the balance of the year 1861 the amount paid to all the claimants was \$ 77,090.42; of this amount the State refunded \$ 67,745.56, leaving \$ 9,344 86 to be borne by the city treasury. Mis-

apprehension as to the amount to be refunded by the State when expended for aid to brothers and sisters, the want of system in enlistments and neglect in making returns from regiments, together with the confusion attendant upon the sudden call for volunteers, will account for much the largest portion of the loss to the City.

Soon after the inauguration of the City Government for 1862, a Committee upon "Soldiers' Relief" was appointed, consisting of the Aldermen and two Councilmen from each ward. The Committee was organized by choice of chairman and secretary, and an executive committee of eight; and a paymaster and relief clerk were appointed. The applications for aid increased, and during the year 1862 the sum of \$269,108.97 was distributed in monthly payments of four, eight, or twelve dollars. The claim for reimbursement from the Commonwealth is now under examination. Undoubtedly the City will sustain some loss, unavoidable in paying out so large an amount to some three thousand five hundred families, who are for the most part strangers to the committees.

During the year 1863 the distributions have been continued, under the same general rules. The amount disbursed was about \$311,049, being an average of eight dollars per month to nearly three thousand two hundred families. The disbanding of regiments, de-

sertions, casualties, and receipt of pensions have affected the claims of so many of the present applicants that, to prevent imposition and serious loss to the City, I recommend a thorough examination of the applications in each ward before the payments are commenced for the present year. This will require a prompt organization of the Committee.

There has been received and paid out during the past year, at the Mayor's office, over \$130,000, which the volunteers in the field have sent to their families or friends in this City, under the allotment systems adopted by the State and the City.

#### BOSTON VOLUNTEERS.

It having in accordance with a late law of the Legislature been made obligatory upon each town and city of the State to furnish a history and record of its quota for the war, that work has been commenced upon the part of this City, and is proceeding as rapidly and favorably as can be expected.

According to statements taken from the descriptive rolls at the Adjutant General's office, Boston has, with three exceptions (the 34th, 36th, and 37th), contributed toward the filling up of every regiment which has been sent from Massachusetts, (as will be seen by an accompanying "Table,") the whole number, exclusive of those furnished under the last call, being 10,791.

A record has been also made up to nearly the present date, of those persons belonging to or hailing from Boston, who have shipped in the navy as seamen, landsmen, engineers or boys of the first, second, and third class, and sixteen hundred and eighty-three is the number thus far obtained.

The endeavor is as far as possible to exhibit a perfect war history of each soldier who has enlisted from Boston, and thus make it an interesting and valuable record for the future.

None of the "three months" men are included in the statement, but they will be recorded as soon as possible.

The limits of an inaugural address will not permit but a passing allusion to many other topics of interest beside those which have been already specially mentioned. Our Public Library is daily furnishing intellectual nourishment in many homes, and is constantly increasing in value. The Fire Department, with its two hundred and sixty-eight members, its ten steam fire engines, nine hose carriages, three hook and ladder carriages, and the fire alarm telegraph, is the pride of our citizens, and is not excelled by that of any other in the country. Our Water Works furnish a prime element of life, in copious streams, to every household. Our Markets are abundant with the rich products of the land and the sea. The Departments of External

and Internal Health guard by sanitary measures, to the extent allowed by the great Disposer of Events, the lives of the community; and our Common and Public Squares afford the opportunity for innocent amusement and a graceful relaxation from daily cares.

The Government has embraced during the past year every occasion to testify to the interest which the people of Boston feel for the noble men who have taken up arms in defence of their country.

The returned regiments have been welcomed with municipal ovations; standards have been presented to those who have special claims on our gratitude; the dead have been honored with funeral solemnities, and every exertion has been made, within the limits of law, to meet the new demands for men as they have been required for the national cause.

Through the instrumentality of the institution under the care of Mrs. Otis, the soldiers in the field, in the hospital, and those discharged from the service, have been gratefully remembered, and a portion of their wants supplied.

An effort has been made to give encouragement to our local military force, which is an imperative necessity in a large city as an aid to the civil power. The whole volume of ordinances has been revised, and many special measures have been suggested and ma-

tured to promote the prosperity of the City and the happiness of the inhabitants.

I have thus, gentlemen, in accordance with the usages of this occasion, presented you with a truthful, but I fear an imperfect, statement of the condition of our City as it passes into our hands upon this threshold of a new year. Does not such a charge require the best energies which can be devoted to its service ? May I not hope that the great responsibility which I know we all feel at this hour will so be impressed upon our minds that it will regulate every act of official duty and strengthen us for every task that may be before us ? Pledging myself in advance to a hearty co-operation in every good work which your wisdom may devise to promote the interests of the City, I shall confidently rely upon your good will and sympathy in the discharge of those duties which may be incumbent upon myself.

May the records of this year, when they are completed, exhibit proofs of our good stewardship ; and these great trusts, when we resign them to our successors, carry with them the assurance that they have not suffered by our ministrations.



## A P P E N D I X.



## APPENDIX.

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### CITY OF BOSTON.

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IN COMMITTEE ON REDUCTION OF THE CITY DEBT, }  
December 26, 1863. }

The Joint Standing Committee on the Reduction of the City Debt for the year 1863, respectfully report to the City Council that the following statements, made up from the books of the Treasurer and Auditor, show the indebtedness of the City at the close of business on the 24th instant.

Taking up the subject at the commencement of the present financial year, (*on the first of May last,*) we find that the consolidated Funded Debt on that day, as will be seen by the Auditor's Report, No. 51, page 251, was . . . . . \$10,335,857 77

which was nominally divided as follows:—

CITY DEBT . . . . .	\$ 7,343,146 66
WATER DEBT . . . . .	<u>2,992,711 11</u>
	\$ 10,335,857 77

Since that time loans have been negotiated, on various orders of the City Council, to the amount of . . . . . . . . . . . 28,000 00  
Making . . . . . . . . . . . \$10,363,857 77

<i>Amount brought forward,</i>	\$ 10,363,857 77
Deducting from this amount all the debts which have become due in this financial year, and which have been paid at maturity, <i>in specie or its equivalent</i> , viz : — . . . . .	* 170,125 00
We have left at this time a <i>funded</i> debt of . . \$ 10,193,732 77	
To which is to be added for loans already <i>au- thorized</i> , but not yet negotiated . . . . .	1,055,000 00
Making a total of funded and unfunded debt at this time, of . . . . .	<u>\$ 11,248,732 77</u>

This Debt the Auditor classifies as follows : —

CITY DEBT proper, including \$ 300,000 for the new City Hall ; \$ 250,000 for the new Free City Hospital ; \$ 353,- 000 for Dover and Tremont Streets damages . . .	\$ 3,134,035 80
WATER DEBT, being for the net cost of the Water Works up to the thirtieth of April last, the close of the last financial year, <i>as per Report</i> , No. 51, page 259 . . .	6,155,846 97
WAR DEBT, being loans au- thorized exclusively on ac- count of the War . . .	† 1,958,850 00

\$ 11,248,732 77

\* By an order of the City Council April 5, 1862, the Treasurer is directed to pay the Bonds of the City and the interest thereon, then due, or which might thereafter become due, in specie or its equivalent.

† Besides this sum, \$ 30,000 has been raised by taxes.

The total Debt at this time, as stated above, is \$ 11,248,732 77
The same last year was . . . . . 10,589,907 77
Increase in 1863 . . . . . \$ 658,825 00

Which increase is accounted for as follows:—

WAR DEBT, Dec. 24, 1863, \$ 1,958,850 00
Dec. 24, 1862, 1,175,000 00
Increase in War Debt, in 1863, . . . \$ 783,850 00

WATER DEBT, amount, 1862, \$ 6,228,787 14
1863, 6,155,846 97
Decrease of Water Debt . . . . . 72,940 17
\$ 710,909 83

CITY DEBT, proper, amount,
1862, . . . . . \$ 3,186,120 63
CITY DEBT, proper, amount,
1863, . . . . . 3,134,035 80
Decrease of City Debt . . . . . 52,084 83
Net Increase as above . . . . . \$ 658,825 00

#### MEANS OF PAYING OFF THE DEBT.

It appears by the books of the Treasurer and Auditor, that the means of paying off the debts of the City consist of the following items; all of which are, by ordinance, *specifically appropriated to that object*, viz:—

Cash Balance in the Treasury on the first day of May last, to the credit of the <i>Committee on the Reduction of the City Debt</i> , as stated in Auditor's Report, No. 51, page 257 . . . . \$ 876,410 99
--

<i>Amount brought forward, . . . . .</i>	\$ 876,410 99
Cash received since that time, being payments made at the Treasury on Bonds and Mortgages then on hand . . . . .	32,656 96
Cash received from Sales of Public Lands, not included in the above item . . . . .	7,085 80
Cash from the Annual City Tax for 1863, being the amount appropriated for this object in conformity with the ninth section of the Ordinance on Finance . . . . .	300,000 00
	<u>1,216,153 75</u>

<i>Deduct</i> — payments made on the City Debt since 1st May last, as stated on page 4 . . . . .	<u>170,125 00</u>
Leaves <i>Cash</i> means now on hand . . . . .	1,046,028 75
<i>Add</i> — Bonds and Mortgages now on hand, all of which are considered good . . . . .	<u>261,049 52</u>
	<u><u>\$ 1,307,078 27</u></u>

The Consolidated Debt of the City, <i>funded and unfunded</i> , this day amounts to \$11,248,732 77	
Means on hand of paying the same, <u>1,307,078 27</u>	
Net Debt, 1863 . . . . .	<u><u>\$ 9,941,654 50</u></u>
The Consolidated Debt on the 24th December, 1862, was . . . . .	\$10,589,907 77
Means then on hand . . . . .	<u>1,028,027 18</u>
Net Debt 1862 . . . . .	<u>\$ 9,561,880 59</u>
Net Increase in 1863, . . . . .	<u>379,773 91</u>
	<u><u>\$ 9,941,654 50</u></u>

Increase of Gross Debt in 1863, \$ 658,825 00	
Increase of means in 1863 . . . . .	<u>279,051 09</u>
Net increase, as above . . . . .	<u><u>\$ 379,773 91</u></u>

F. W. LINCOLN, JR., *Mayor.*

GEORGE S. HALE, *Pres. of the Common Council.*

HENRY A. DRAKE,

Chairman of the Committee on Finance  
on the part of the Common Council.

## S T A T E M E N T

*Of the number of Officers, Soldiers, &c., furnished by the City of Boston for the War.*

Regiment.	Commis'd Officers.	Non com. Officers.	Chaplains	Surgeons,	Assistant Surgeons.	Privates.	Total.
1.....	22	88	1	1	3	805	920
2.....	31	12		1	3	161	208
3.....						2	2
4.....					1	2	3
5.....	2					8	10
6.....	1	1				2	4
7.....		1			1	5	7
8.....	1					50	51
9.....	21	56	1	1	1	560	640
10.....						2	2
11.....	27	48	1		1	415	492
12.....	12	27		1		230	270
13.....	13	41	1		1	359	415
14.....	1	1				124	126
15.....						8	8
16.....	1	4				111	116
17.....	4	5				172	181
18.....	4	4				53	61
<i>Carried forward,</i>		140	288	4	4	3,069	3,516

	Commis'd Officers.	Non-com. Officers.	Chaplains	Surgeons.	Assistant Surgeons	Privates.	Total.
<i>Brought forward,</i>	140	288	4	4	11	3,069	3,516
Regiment. 19.....	12	19			1	306	338
20.....	20	32		1		628	681
21.....	2	10				20	32
22.....	7	33				322	362
23.....	4	4		1		93	102
24.....	28	44	1	1	1	325	400
25.....	2	6				9	17
26.....	3	4				109	116
27.....						2	2
28.....	23	42				415	480
29.....	8	25				163	196
30.....	8	38				181	227
31.....	3	1				14	18
32.....	6	10				93	109
33.....	14	19				99	132
35.....	4	8				30	42
38.....	5	13				47	65
39.....		6				33	39
40.....	3	6				15	24
41.....	10	31				229	270
42.....	7	17				129	153
43.....	8	24	1			180	213
44.....	21	10			1	306	338
<i>Carried forward,</i>	338	690	6	7	14	6,817	7,872

	Commiss'd Officers,	Non-com. Officers.	Chaplains	Surgeons.	Assistant Surgeons.	Privates.	Total.
<i>Brought forward,</i>	338	690	6	7	14	6,817	7,872
Regiment.	45.....	16	17			214	247
	46.....					5	5
	47.....	9	33		1	211	254
	48.....	2	8			117	127
	49.....	2		1			3
	50.....		1			10	11
	51.....					1	1
	52.....	1					1
	53.....	1				12	13
Battery.	1.....		12			81	93
	2.....	2	11			78	91
	3.....	3	12			54	69
	4.....	2	2			23	27
	5.....		6			17	23
	6.....	3	5			30	38
	7.....					4	4
	8.....	2	13			57	72
	9.....	2	8			28	38
	10.....	1	8			40	49
	11.....	4	17			57	78
	12.....	3	14			29	46
	13.....	2	8			57	67
	15.....	2				36	38
<i>Carried forward,</i>	395	865	6	8	15	7,978	9,267



## RECAPITULATION.

Privates.....	9,043
Non-commissioned Officers .....	939
Commissioned Officers.....	443
Assistant-Surgeons.....	15
Surgeons.....	8
Chaplains .....	6
Total Volunteers.....	10,454
Conscripts.....	490
Whole total.....	10,944







*Sand H. Col. dye  
with Cumplin &  
Weston Semin*

THE  
INAUGURAL ADDRESS  
OF  
HIS HONOR  
**FREDERIC W. LINCOLN, JR.**

MAYOR OF THE CITY OF BOSTON,

TO

THE CITY COUNCIL,

*JANUARY 2, 1865.*



BOSTON:

J. E. FARWELL AND COMPANY, PRINTERS TO THE CITY,

37 CONGRESS STREET.

1865.



51

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1865.



CITY OF BOSTON.

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*In Common Council*, January 2, 1865.

ORDERED: That His Honor the Mayor be requested to furnish a copy of his Address, that the same may be printed.

Sent up for concurrence.

WM. B. FOWLE, JR., *President.*

*In Board of Aldermen*, January 2, 1865.

Concurred.

G. W. MESSINGER, *Chairman.*



## A D D R E S S.

---

GENTLEMEN OF THE BOARD OF ALDERMEN AND COMMON  
COUNCIL: —

The citizens of Boston, in the manner prescribed by law, having met in their several primary assemblies, have selected us as the guardians of their municipal interests.

In addition to the privileges and duties of a common citizenship, which we share alike with them, they have imposed upon us the prerogatives and responsibilities of official station. They have done this not for our honor or advantage, but for the well-being of the community in which we live. The opening year calls upon us to dedicate ourselves to the service, and we are assembled to unite in the customary formalities before we enter upon the discharge of those special duties to which we have been respectively assigned.

The position which it is my fortune to occupy brings with it the task of laying before you a statement of

the various interests which have been committed to our charge, together with such an exposition of the prospective wants of the municipality as may be pertinent to this time and place.

We can say with St. Paul, that we are “citizens of no mean city;” and, realizing its past history and renown, we should endeavor to so understand our official obligations that the relative position of Boston among the cities of the world may remain unchanged, and the purposes for which its government was organized fully accomplished.

Although this occasion is local in its character, and the principal objects for consideration are only of local importance, yet we cannot forget the momentous scenes through which we are passing in the career of our beloved country. The war for the maintenance of our integrity as a Nation, has been protracted longer than was anticipated when we accepted the challenge of its parricidal sons who threatened its destruction. Another year has passed on its course, adding new glories to our arms, and conferring new laurels upon the brave soldiers and sailors, who, in the field and on the sea, have been defending the national life, and sustaining the honor of the old flag and all the great principles and interests of which it is the representative. Nothing noble is accomplished except through sacrifice. Our people have been called upon to prove their strength by their trials, and they

find themselves to-day more affluent in resources, more patient in endurance, more hopeful for the future, and manifesting a more elevated type of manhood than ever before in our history. The Presidential contest, which, even in peaceful times excites the apprehension of the thoughtful; arousing as it does, in opposing parties, the passions of the great mass of the people, was conducted in this time of war, and its results were determined and accepted in a manner which has given a renewed assurance of the perpetuity of Republican institutions and the strength of Democratic principles. The cause of popular governments, and the interests of human freedom through the grand historical events, civil and military, of the past year, have received an impetus and obtained a progressive development which is rivalled in the history of the world only by the era of the Declaration of Independence, when the United States first assumed its place in the family of nations.

The history of Boston during this period is as bright as in any year of her annals. While she has done her full share in sustaining the National Government, in common with the loyal sentiment of all parts of the country, she has made a great advance in all matters of local concern. The enterprise of her capitalists has inaugurated new schemes for the expansion of her material resources. Her merchants generally have prospered in their business, and her mechanics and workingmen have found employment in their

usual avocations. Property has been secure, and order has reigned in her streets. Pauperism and crime, to say the least, have not increased; nor have the ravages of war laid waste our dwellings or spread panic and alarm in the community. The cause of religion and the interests of education have been fostered. New institutions for the diffusion of useful knowledge and the encouragement of elegant culture have been founded, and additional means, through associated efforts, have been put in operation for the relief of human woe, and to afford succor and sustenance to the distressed. A remarkable degree of health has prevailed within our borders, and cheerfulness has been the prevailing sentiment in most of our homes. Our gratitude is due to the Giver of all good for his many blessings.

It is true that some of our fellow-citizens have been called upon to lay down their lives on the altar of their country's cause amid scenes of blood and carnage, or have pined away in hospitals, having "endured hardness like good soldiers" for our sake. Their deaths have caused mourning and grief to relations and friends. We mingle our sympathies with the sorrows of the bereaved; but, as a community, we have been enriched and elevated by the costly and voluntary sacrifice. Our heroic dead have secured an immortal fame, and will be gratefully remembered by posterity when we who are passing softly to our

quiet graves shall be forgotten, and our names and deeds be as extinct as those of the unknown generations of the past. At an appropriate season it will be our duty to rear within our city monuments of bronze or marble to commemorate their virtues, and to testify to all coming time the gratitude of a loyal people to those who have so nobly sustained Boston's name and fame in this eventful crisis in our country's history.

#### FINANCES.

The subject which demands our special attention at the commencement of a new municipal year, is our financial condition. Although our expenditures during the last year have been large, I believe they are fully justified by the exigencies of the times. A false economy has not led us to postpone certain improvements when the period had arrived for their consummation; neither have we launched forth into new enterprises, the cost of which would be more conveniently met by our successors at some future time. Our current expenses, like those of a family, must be paid as we go along, and we find that the enhanced prices caused by the inflation of the currency, an evil which we could not escape, has caused a larger aggregate of expenditure than was originally intended at the commencement of the year.

The last administration felt it their duty to increase

the salaries of those under pay from the city, to meet the additional expense of living, while the new value put upon the merchandise and labor required by the different departments swelled the amount that was necessary to carry on the government. If we were a business corporation instead of a municipal, we might reflect upon this with complacency, as our profits would correspond with this additional outlay; but under the circumstances, our only consolation is in the fact that our citizens have enjoyed the usual comforts which it is the duty of a municipality to furnish; and, if we may judge by the degree of unanimity which they have shown in sustaining the administration and returning so many of us to these chambers, they are satisfied with the results. At the same time, let us not be tempted by their generous forbearance, to abate one iota of that judicious scrutiny which every new expenditure should demand when brought forward for our official action.

The credit of the city has been well maintained during the past year. The bonds issued to the amount of \$141,000, principal and interest, payable in gold, have been sold for a premium of 25 per cent. The rate of gold having ranged so high, the committee on finance came to the conclusion that it would be less onerous for tax payers to issue all loans in future payable in current funds. A certificate was prepared easily distinguished from those hitherto issued, bear-

ing upon its face "*currency loan*," with the interest payable in March and September. Of this loan \$200,000 sold at auction brought from 1 to  $1\frac{1}{2}$  per cent advance; sales have been made since at five per cent advance. The whole amount of the loan issued is \$330,000. A permanent loan has been made to the city, for the benefit of the City Hospital, amounting to \$17,500,—\$16,500 from the Goodnow Fund and \$1,000 from the Nichols Fund.

The improved condition of our National affairs is having its effect abroad, and foreign capitalists, seeking or holding Boston stocks, are anxious to know their real value. It may be well for the present City Council to reaffirm the acts of 1862 and 1863, to remove any solicitude in regard to the old issue of the five per cents, the principal and interest of which we are bound in honor to pay in gold.

The report of the committee on the reduction of the city debt was made to the last City Council, and is appended to this address [marked A]. It affords an exhibit of our financial condition, which I think will be satisfactory to our fellow-citizens. Without going into details here, I will simply make the following brief statement:—

The consolidated debt of the city, funded and unfunded, December 24, 1864, amounts to, . . . \$11,618,232 77

Divided as follows:—

City Debt proper, . . . . .	\$ 3,331,182 94
Water Debt (net cost of works) . . .	6,302,199 83
War Debt, . . . . .	1,984,850 00
	<hr/>
	\$ 11,618,232 77
Means on hand of paying the same, . . . . .	\$ 1,597,034 69
	<hr/>
Net debt, Dec. 24, 1864, . . . . .	\$ 10,021,198 08
The consolidated debt of the city, funded and un-	
funded, Dec. 24, 1863, was . . . . .	\$ 11,248,732 77
Means then on hand, . . . . .	1,307,078 27
	<hr/>
Net debt, Dec. 24, 1863, . . . . .	\$ 9,941,654 50
	<hr/>
Increase of gross debt in 1864, . . . . .	369,500 00
Increase of means in 1864, . . . . .	289,956 00
	<hr/>
Net increase in 1864, . . . . .	\$ 79,543 58

It should be stated in explanation of the small increase of the debt during the past year that, although we have had some extraordinary expenses growing out of the war, yet, by an act of the last Legislature, the amount paid in bounties is assessed in the taxes and included in the current expenses, and does not, therefore, add to our indebtedness as in the first two years of the war; thus the sum of \$ 200,-000 on that account was paid in the last year's tax, and an additional sum will be required in the assessment for the next financial year.

In reviewing our financial condition we are reminded at this time of the death of the late Elisha

Copeland, who was for many years connected with this department as Auditor. In his death the city lost one of its most efficient officers. All those who hold official relations to the government will miss that knowledge and judgment which his long experience in office rendered him so capable of imparting. His memory will always be cherished with respect as a faithful public servant, and a most conscientious and honorable man in all the relations of life.

#### ASSESSORS' DEPARTMENT.

In connection with the subject of finance, I deem it my duty to call your particular attention to this important department. While every good citizen should not only feel it his duty but his privilege to bear his share of the public burdens, especially in a community like ours which furnishes to the inhabitants so many advantages at the public cost, yet the proportion ought to be fair and equitable according to his estate. It has not been our custom, as in some other municipalities, for the individual to render to the Assessors an inventory, except when he requires an abatement of his tax; consequently the dooming, so called, is more or less correct according to the knowledge and qualifications of the Assessors. The experience of the past few years has demonstrated that this is often unjust. The wealthy frequently escape

the payment of their just dues, while the middling interest and the less affluent are subject to a heavy assessment. This is not the fault so much of the permanent Assessors as of that large body which the City Council annually elects to assist them in their duties. This office has at times been filled, in late years, by some persons who, however worthy and honorable as men, have not, from their business relations, been the most competent to discharge its peculiar duties.

I have been told that in former years, when the members of this Board were not allowed any compensation, the taxes were more equitably distributed, the public-spirited men who were willing to give the city their services being better versed in the information which was required. It may be that the inequalities, on account of which there are so many complaints, are inherent in the present system rather than due to its administration, and possibly it may be modified and improved. I am satisfied, however, that the public interests require radical changes in this department, both as regards the selection of the members of the Board and other matters connected therewith. It has not kept pace with the progress of the city in other departments; more system and a vigorous policy should be infused into its administration. Although the choice belongs exclusively to the members of the City Council, yet I may be par-

doned for laying before you my own views on the subject.

It may be well to state, as an illustration of the foregoing remarks, that the amount of taxes already abated the past year is \$310,000, representing \$23,000,000 worth of property. This is caused by excessive dooming. It is fortunate that in the present year there was a large margin on the tax warrant to meet such a contingency, otherwise the amount of money secured from this source would have fallen short of our expenditures and our wants for the payment of current expenses.

The amount of taxes paid into the Treasury up to this time is \$3,812,696 82. It is a gratifying fact that, although there has been a considerable increase in the rate, the taxes have been met as well, if not better than ever before. May we not consider that the cheerful manner in which the great body of our citizens meet this obligation is the cause of the high credit which the city enjoys in financial circles?

The State tax for 1864, amounting to \$756,600, which was due on the first of December, has been paid. It was expected that the tax on corporations assessed by the State, to be refunded to the cities and towns, would have been paid at the same time, but being the first year in which the tax has been levied in this form, it was impossible to perfect it at that time. It is hoped that it will be settled in a short time.

## PUBLIC BUILDINGS.

A large amount of money is spent each year in the repairs and alterations of our Public Buildings. The Grammar and Primary schoolhouses often require more ample accommodations for the additional number of pupils who are offered. Land has recently been purchased and contracts made for a new Grammar schoolhouse in East Boston, the cost of which, including the land, will be about \$90,000. This building will be different in its style of architecture from any other schoolhouse in the city, there being six rooms in each of the first two stories, and four rooms and a large hall in the third. This edifice will be built in a substantial manner, on a spacious lot of land of 40,000 feet, and while it affords necessary accommodations for a large number of children, will be an additional ornament to the thriving and important section of the city in which it is located.

A new Primary schoolhouse on Fort Hill is nearly completed, and will be ready to be placed at the disposal of the School Committee within a few weeks.

The group of buildings which compose the new City Hospital has been completed and occupied, as also the new City Stables, although some of the shops and outhouses connected therewith are not yet finished. There has been erected during the past season buildings for the accommodation of the paving department,

and a new swill house for the department of internal health.

The work of the greatest magnitude in progress is the erection of the new City Hall. I am assured that it will be completed within the present year. I trust that all its rooms will be finished and the necessary furniture for the different departments put in place so that the edifice may be dedicated as early as the 17th of September,—an appropriate anniversary for such a service. The sum of \$300,000 has already been appropriated for this building. I am informed that an additional appropriation will be required before it is finished.

It should be stated, in justice to those who have in charge the erection and repairs of our public buildings, that the advance in the price of material and labor is the cause of the large amount of money required as contrasted with former times.

#### PUBLIC LANDS.

For a number of years the care and management of the public lands of the city were under the direction of a Board of Land Commissioners.

In May last a new ordinance was passed abolishing the Board and placing this interest in the hands of a joint standing committee, composed of three Aldermen and five members of the Common Council. The high price of labor and building materials have affected the

demand for land, and less sales have been made than usual. The amount of the expenditures of this department has not been large, and has been principally on account of grading streets and passage-ways, setting edge-stones, fences, and other work necessary to prepare the land for sale at some future time. A large portion of the land on the South Bay has been appropriated for city purposes. The City Hospital, City Stables, Internal Health, Sewer, Paving and Water Departments, a Hook and Ladder House and an Armory have taken 738,012 feet. There has been sold 200,156 square feet for the sum of \$ 94,552.78, leaving a balance of salable lands in this locality amounting to 1,328,832 feet. The amount and precise location of all the unsold lands belonging to the city will probably appear in the Annual Report of the Superintendent.

#### PUBLIC HEALTH.

The sanitary condition of the city is good. There were some cases of yellow fever brought from foreign ports last summer, but the efficiency of our quarantine establishment soon put in operation the remedial measures, and the disease made but little progress. The smallpox also caused some alarm during the season, many cases appearing in certain portions of the city, but it was soon checked, so far as the public authorities had an influence in the

matter. The attention of the inhabitants was called by the police to the necessity of vaccination for those who had neglected this preventive, and our vigilant City Physician performed this operation for about three thousand persons, free of charge.

The public health is one of the most important interests committed to our care. In every large city the percentage of disease and death is greater in some localities than in others. In some cases the public authorities are censurable if they do not provide the proper sanitary correctives; in others the sufferers themselves are to blame, either through ignorance or wilful neglect. There is no doubt that there are some portions of our own city where the general health may be improved at the public charge; but, generally, I believe that in these unhealthy localities it is the people who are in fault, as they choose to live in filth, in ill-ventilated apartments, and in damp and dark cellars, thus breeding disease and depriving themselves of the rich blessings which God has given his creatures in fresh air and light. This is a subject which is exciting much interest in the large metropolitan cities of the old world; and it is a seasonable inquiry whether it is not our duty to take some measures to abate the evil, and, if necessary, to apply to the Legislature for authority to limit to some extent, or to control in some way, the number and habits of

persons who congregate in a single tenement, and who, without the common and decent conveniences of civilized life, contaminate a whole neighborhood.

The Internal Health Department has been discharging its duties to the general satisfaction of our citizens, and there has been more promptness in removing nuisances by persons upon whom notices were served than in former years. The Charles Street nuisance, near the Milldam, has been abated by filling up the flats and extending the streets; and by the removal of the bridge near the Massachusetts Hospital and the jail, and filling the space occupied by it with ashes, thus making a solid street, the complaints in that quarter have ceased. The nuisance which has been so intolerable at the south part of the city is in process, I trust, of a certain cure.

I would recommend that the hospital for small-pox patients should be transferred from the Internal Health Department, and placed under the charge of the Trustees of the City Hospital.

#### SEWERS.

The condition of the South End drainage remains about the same as last year. Orders, however, have been passed which render it probable that the surface drainage of Ward 11 will be commenced during

the coming year and the condition of that section somewhat improved. The projected improvements for the drainage of those parts of the city which formerly drained into the basin of the Back Bay Territory, have not yet been carried out. Plans have been drawn to remedy existing difficulties and to provide for future wants, but there has been a delay in carrying them into execution on account of legal obstacles, many parties having to be consulted and all not being equally well disposed to coöperate in the work. It remains a subject of the most serious importance, so far as the future condition of the city is concerned, and I trust that during the present year a plan acceptable to all parties may be adopted.

It cannot be questioned that the city ought to exercise more control over the construction of sewers in territory which is ultimately to be accepted by it, since the interest of parties in preparing streets and sewers to render property salable is not always coincident with that of the city, which maintains their good condition after acceptance.

It has been suggested that some alteration in the statute and ordinance relating to sewers might facilitate the assessment and collection of dues, and be more in accordance with the custom of other large cities.

The utilizing of sewerage for agricultural purposes

is a subject that is attracting great attention abroad, and is already discussed by economists in this country. The fertilizing elements of the sewerage of large cities is immense, and is now lost in the rivers and harbors into which it runs. It is wasted in our own city. This is a topic which I have not time to enlarge upon on this occasion, but is one which in the future will deserve careful consideration by those who are interested in the welfare of town and country.

#### THE WATER WORKS.

This important interest has demanded more than the usual amount of care and solicitude during the past year. Our experience has been similar to most of the large cities where water has been introduced from a foreign source, and where great facilities are furnished to the inhabitants for their daily supply. Like many other great blessings it is so common that it is undervalued, and it is wasted with the most wanton recklessness. The only remedy for this evil is the meter system, which measures the consumption and compels the taker to pay according to the quantity which is used. The meters have been introduced into manufacturing establishments, hotels, and on the premises of other large consumers with the most gratifying success, both as regards income and economy. It may be necessary before

many years that they should be used in private dwellings. The number of water takers is now 27,533,—321 more than last year. The amount of water rents was \$ 429,482 54,—an income of nearly \$ 40,000 over the previous year. The income was more than the expenses and interest, if we should pay in the same money which we receive: but as the rents are paid in currency and the bonds and interest are paid in gold, there is a deficit.

The preliminary measures have been taken for a new reservoir of about one hundred acres in extent. A petition will be presented to the next Legislature for authority to take land for the purpose. A site has been selected within seven miles of the city, and some progress has been made in plans and estimates. The necessity for this new work is caused by two facts; *First*, the condition of the aqueduct. It occasionally wants repairs, and, should a serious accident occur, the Brookline reservoir could not furnish a supply at the rate we are now using for more than forty-eight hours. *Second*, to save the water which is wasted at the lake when it is full and overflowing. It is estimated that water enough was wasted last spring to supply the city eighty days. It is a matter of regret that we are to be forced to the large expenditure which this new enterprise will involve. But the value of water to our citizens is too precious to be reckoned by dollars and cents,

and the work must go on with as much economy as is compatible with its strength and durability. As soon as the Legislature grants us the necessary powers, you will be called upon to authorize the required loans for building the structure.

#### PUBLIC INSTITUTIONS.

The public charitable and reformatory institutions at South Boston and Deer Island have, in their appropriate spheres, been accomplishing the work for which they were designed. The number of inmates in the House of Correction, and in the House of Industry, have not been as large as in former years. The alleged abuses, the rumor of which was seized with avidity by those envious of the fair fame of our city, were thoroughly investigated, and found to be groundless, and those institutions still remain models of their kind, affording satisfaction to our own citizens, who are acquainted with their merits, and objects of admiration to the intelligent stranger. The Girls' Reform School has been removed from the main building to the house which was formerly the residence of the Superintendent. The girls are thus separated from those associations and influences which formerly surrounded them. The school is now in fact, as in name, an independent institution, having a peculiar discipline and order in its management, and cultivat-

ing in the minds and habits of its inmates the home sentiment, by a full instruction in domestic duties, thus fitting them, during their sojourn within its walls, to make themselves useful when they again go out into the world. I trust that before many years an opportunity will be afforded to separate, in a similar manner, the worthy city poor from the immediate contiguity of the sentenced depraved and vicious. Under the present arrangements there is not a necessary connection between the two classes, but they are under the same roof, and the distinction between honest poverty and confirmed vice is apt to be confounded where both are confined in the same building, and subject to similar rules and regulations.

Marked improvements have been made in the cultivation of the farm on the Island, and the only drawback to the almost perfect success of the agricultural department was the sudden appearance of pleuro-pneumonia in the herd of cattle. These valuable animals were destroyed, in accordance with the orders of the State Commissioners. This is a great loss, as they were of good stock, and a large expenditure will be necessary to replace them.

No affirmative response has been made by the City Council to the request of the Board of Directors, for the privilege of taking the initiative measures for the selection of another and more suitable site for the

Lunatic Hospital. The principal objection against making at this time any movement in its favor is the impropriety of starting a new enterprise which will lead to a large expenditure of public money.

I am aware that there are other objections, the most obvious of which is the very proper question, whether it is wise for the city to provide accommodations for any number of the insane in addition to those who have a legal settlement, and whom, under the law, we are forced to maintain. I am convinced, however, as in the case of the patients of the new City Hospital, that the City Government would be justified in adopting a liberal and humane policy in that respect; and I have no doubt, should you deem it advisable, and assume the responsibility, that you would be fully supported by the public sentiment of the community.

In connection with the subject of our Public Institutions, I cannot but express my gratification at the unusual interest which has been taken recently by our citizens in reforming criminals and rescuing the young from vice. Our public-spirited men and women are beginning to realize to a greater extent than ever before that this is a subject which does not concern alone those who are in official positions. Private philanthropy and zeal have set instrumentalities at work which will save many a human soul, and relieve the public purse of many large expenditures.

I believe that there never was a time before in this city when so much was being done in this respect; and although wealth must find that it is most surely protected where order is best preserved, yet I believe this awakened feeling in behalf of the degraded and unfortunate proceeds from the noblest attributes of our nature. Prisons and Houses of Correction must, perhaps, always exist and be supported at the public charge; but the private exertions of individuals will render the cells less crowded, and though crime may not be totally eradicated from society, yet the ranks of its votaries may be lessened by the well-directed efforts of the wise and humane.

It is a matter of congratulation that the circle of our private institutions of this class has been much enlarged during the year, and it is proof that the benevolence of our city keeps pace with its outward prosperity.

#### OVERSEERS OF THE POOR.

The reorganization of the Board of Overseers of the Poor has been finally consummated during the past year. The conservative character of the people of Boston was never better illustrated than by the long continuance of the old system. In the old town of Boston, with its small population, it met the requirements of those times; but for many years it

has been totally unfitted for the condition of affairs in which it acted. A large portion of the expenditures of the Board were thrown away upon the thriftless and unworthy; and those who had the best right to its benefactions suffered without its ministering aid. The City Government were fortunate in securing for the new organization a body of gentlemen whose social position, experience, and high character, at once commended it to the confidence of the community.

The whole system of charity, as expended through official channels, will be placed upon a proper basis; and while the virtuous poor will receive all the succor which their necessities require, the funds will not be spent to encourage pauperism or to make dependents upon municipal support. The just claims of our own poor will be recognized, and the swarms of beggars, who in the winter took up their abode with us, to live upon our alms, will be forced to labor for their living.

It is a gratifying fact that our benevolent societies, whose almoners are the best judges of the real wants of the community, join most heartily in commending the wisdom of this new measure, and cordially unite in the effort to make it successful. A building will be required for the new Board, which will also accommodate societies of a kindred nature. A Report and orders adopted by the last City Council on

the subject is of much interest, and deserves your consideration.

#### CITY HOSPITAL.

The new City Hospital, on Harrison Avenue, was dedicated in May, with appropriate ceremonies, and placed in charge of the Board of Trustees previously elected by the City Council. Applications for admission were made much more rapidly than was anticipated, which was an evidence of the need of additional hospital accommodations for the deserving poor and unfortunate of the city.

The result of the business of the hospital from June 1, to December 27, is as follows:—

Patients admitted for treatment, . . . . .	466
Patients treated at the hospital and living elsewhere, . . . . .	337
Making the whole number of cases treated, . . . . .	803
Deaths during the same period, . . . . .	47
Discharged, well or relieved, . . . . .	318
Remaining in hospital, Dec. 27, . . . . .	101

Accommodation can be furnished for 225. The success in the treatment of disease, both medical and surgical, has been very gratifying. A library has been commenced for the use of the inmates. A few benevolent individuals have already contributed over 300 volumes, and it is hoped that others may be induced by their example to furnish donations. The

cost of maintaining the institution will require an additional annual appropriation; and while no reasonable expense should be spared to expedite the recovery of the patients, the strictest economy should be exercised by those who have it in charge. As our citizens become more intimately acquainted with its merits it will grow in favor, as it is destined to be one of the most important institutions of its class in the country.

#### FIRE DEPARTMENT.

The well-earned reputation of the Boston Fire Department has been sustained during the year, and but few fires of magnitude have occurred. Prompt and precautionary measures were taken by the police and this Department, under the circumstances of recent alarm, and a continuance of watchfulness, will, we trust, save us from any serious conflagration. We must depend, however, for the future as we have in the past, on the co-operative aid of the citizens.

The fire-alarm telegraph system, which was first introduced into this city twelve years ago, was, in April last, changed. Instead of designating simply the district, the number of the box is now given by blows upon the bells, so that the citizens, as well as the firemen, can readily know the immediate location of the fire. The police and fire telegraph has been extended to East Boston during the past year, by

means of a cable laid across the channel in the track recently used by the People's Ferry Company. The experiment has thus far proved very successful.

A new engine has been added to the Department, and some measures have been taken for the erection of new buildings for the additional accommodations that were needed. No fatal accident has occurred; the members have been ready for any emergency, and we have reason for congratulation on the general prosperity of this interest of the city.

#### POLICE.

This Department now numbers about three hundred and fifty members. It has been increased during the year, thus diminishing the length of the beats of the patrolmen, and making a larger force to act with efficiency in case of tumult or riot. The number, however, is not large, as compared with other great cities; to make the ratio as large in proportion to the inhabitants as the New York police, one hundred men should be added to the present force. The necessity of the increase which has been made is obvious when the peculiar circumstances of the times are considered. In addition to the detective force (which never was more effective), special officers have been appointed to attend to specific matters, resulting in much good to the unfortunate, and promoting the public welfare.

The most important of these is an officer who attends to those who are taken into custody for the first time for drunkenness or other minor offences, and who endeavors, by kindly and moral means, to check them in their downward career of crime. Another officer is engaged in investigating the cases of recruits who are swindled out of their bounty and pay by dishonest recruiting agents. A considerable sum of money has been saved to our soldiers by this agency, and the guilty parties have been punished by the courts. The general good order which has existed in this city is a testimony to the discipline and good conduct of the members of the Department. The unworthy, as their faults became known, have been discharged, and great care has been taken in investigating the qualifications for new appointments. The police provoke hostility from those who are subject to their authority, and are criticized by others who indulge in the Utopian dream that a large city, in which are congregated all nations, and where the depraved assemble if possible to pursue their iniquity, can be made as free from vice as a rural district. I believe, however, that our Department was never more efficient than at present, and that it is steadily growing in character and influence.

A lot of land has been purchased in La Grange place for a Station House for the Fourth District. The erection of a building should be commenced

forthwith. Your attention is called to the condition of the station of the Harbor Police, which very imperfectly accommodates the wants of that Department.

## PUBLIC SCHOOLS.

Our excellent system of public instruction, to which our city is largely indebted for its intelligence, prosperity, and well-being, is in a highly satisfactory condition, and continues to merit the confidence and liberal support of our citizens. If there has heretofore existed, as some have alleged, any deficiency in respect to the provisions for the promotion of physical health and development in our schools, this evil, it is hoped, will be effectually remedied by the judicious and comprehensive measures for this purpose which have been recently adopted by the School Committee.

We hold, as did our fathers, that it is not only the duty of government to establish and support schools, thus securing the means of instruction for all youth, but also to require that all children, willing or unwilling, shall be taught, at school or elsewhere, the rudiments of letters. It is on this fundamental principle of universal education that the statute concerning absentees from school is based, providing for the confinement and instruction in some reformatory institution, of such children as shall be convicted

of wandering about in streets and public places of the city, having no lawful occupation or business, not attending school, and growing up in ignorance, between the ages of seven and sixteen years. The judicious and efficient enforcement of this law, will, it is believed, have a salutary effect in diminishing the evils of truancy and juvenile crime.

The whole amount of current expenses of the public schools for the past year was \$ 465,411 07, and the average whole number of pupils was about *twenty-seven thousand*.

The fact that so large a sum is contributed to the support of our system of public education by our tax-paying citizens without a murmur of complaint, speaks well for the enlightened liberality of the community.

#### PUBLIC LIBRARY.

Our Public Library, intimately connected with the cause of education, is in its usual prosperous condition.

New books have been added, and the circulation is constantly increasing. The average daily attendance of persons visiting the library and reading room, soliciting books for home reading or for consultation, has been about twelve hundred. The most noticeable event during the year is the decease of the greatest benefactor of the institution, Joshua Bates

of London, whose memory will always be gratefully cherished by the people of Boston. An appropriate memorial of Mr. Bates is in preparation, under the orders of the City Council.

#### STREETS.

. There has been during the year more than usual labor in this Department. Many unfinished projects have been consummated, and the new enterprises which have been started and which required immediate action have been promptly met and received official sanction. Temple Place and La Grange Place have been opened, and some other important thoroughfares have been widened for the public commerce. Our streets have been kept well paved and sufficiently lighted. The friendly conference which has been going on for some time between the City and the Commonwealth and other parties interested in the Back Bay, in regard to the drainage, the connection and direction of streets, and other matters of mutual concern, has been recently completed in accordance, I trust, with the prospective wants and permanent welfare of the city.

#### STREET RAILWAYS.

The use of the streets for street railways is a subject of great and increasing interest, and requires the

careful attention of those whose duty it is to see that the ways for public travel are kept in proper condition. There has constantly been—and I trust there always will be—an entire readiness on the part of the municipal authorities to yield to the corporations so using our streets every facility and accommodation which is compatible with the safety and convenience of the ordinary travel. But this has not always been satisfactory to some of the corporations. It has been claimed that their rights in the streets are paramount to all others, and application has been made to the Legislature to relieve them to a large extent from municipal regulation. It is understood that renewed efforts in this direction will be made at the approaching session. Our thoroughfares through which the rails are laid are for the most part narrow and crowded; and it is, therefore, essential that the tracks should be located with good judgment, and the modes of their use so regulated as to best subserve the public interests. This regulation, to be salutary and reasonable, must be founded on local knowledge and experience, and hence should be left, where it has heretofore belonged, to the municipal authorities. The statutes of the Commonwealth make it the duty of the city to keep the streets "safe and convenient for travellers with their horses, teams, and carriages at all seasons of the year:" and if this duty be not performed the city is liable to indict-

ment and holden to make compensation for all injuries that may happen in consequence to persons or property. It would be a strange anomaly in legislation to impose an obligation upon a party and subject him to penalties for its non-performance, and at the same time take from him the power to perform it.

#### BOSTON HARBOR.

The condition of our harbor is a subject that deserves grave deliberation. We have taken thus far successful steps in the determination of the amount of the injuries which our basins and channels have suffered, and the causes which have led and are still leading to these unhappy consequences.

During the past season the United States commissioners have directed the survey of the lower harbor, as well as the necessary computations for bringing the results of their physical inquiries into the form required for practical use.

In the lower harbor the survey has made good progress, but I regret to say that it discloses important changes for the worse. The debris from our wasting islands and headlands is gradually but steadily augmenting the shoals and finding its way into the channels. The protection of the shores from the abrasion of the sea is the simple and direct remedy from these evils, and early provision should be

made for efforts in this direction before the navigable facilities of the harbor suffer a further decline.

The United States Commissioners, desirous of basing their recommendation upon substantial and indisputable grounds, have not contented themselves with gauging the extent of the mischief already done in the harbor, but they have pushed their inquiries to the comprehension of the physical scheme, and possessed themselves of the means of pointing out when and how the natural order has been disturbed by artificial encroachments. It has been a maxim with the United States Commissioners during the years that they have been employed in the examination of harbors, and one which has gained credit from experience, that the amount of tide-water should not be reduced in any harbor which depends upon this element of power for its existence, and, therefore, if the paramount interest of a community demands the reclaiming of flats at one point, it must be willing to make restitution at another. All encroachments must be followed by compensation.

These gentlemen have in preparation a Report on this matter of compensation, which will soon be ready for publication. During the past summer the most laborious computations have been necessary to calculate where and in what manner compensations may be made to the best advantage for the South Boston flats which they recommend should be reclaimed.

To compute the power which a certain volume of tide-water will have in different locations is a difficult problem, but one which they are solving from all the experience and knowledge which can be brought to bear upon the subject. We are promised that in their forthcoming Report the Commissioners will enter upon this matter specifically. The benefits derived from the scientific labors of the United States Commissioners developing the condition of our harbor, and their recommendations for its preservation and improvement, we hope shall be secured to us, by efficacious legislation, in the establishment of a permanent board of State Commissioners, composed of gentlemen of leisure, of large commercial experience, interested in the subject and free from all suspicion of interested motives or local prejudice.

The legislation of our Commonwealth has not, I fear, been based upon a wise consideration of all the elements which are necessary to secure the integrity of the harbor. Improvements on the shore adjacent to the city, demanded by its growth in commercial importance, have not always been constructed so as to avert important disadvantages to its waters. I trust, as the subject becomes better understood, that the schemes of interested and selfish parties will be checked, and only those enterprises encouraged which will promote the public good. The harbor of

the second commercial city in the Union should be watched with a jealous care.

It is a gratifying fact to announce that the National Government has finally been aroused to perform their share in its protection, and that the sea walls on some of the headlands are now being repaired and extended, under the supervision of Col. J. D. Graham, a competent engineer, who has been detailed and is now actively engaged in the service. He finds that the work has been too long delayed, thus adding materially to the cost of the reconstruction. An additional appropriation will be required of the present Congress, and it is hoped that our representatives will secure its passage, as their attention has been specially called to the subject. The defences of the city from the assaults of a foreign enemy have been considerably augmented during the past year. Forts Warren and Independence have been strengthened by heavy armaments, and the new fort, Winthrop, on Governor's Island, is approaching completion. When finished and properly garrisoned, it will prove one of the most impregnable fortresses on the Atlantic coast.

In connection with this subject, I ought not to forget the interest which the late Gen. Totten ever evinced in our welfare. His voluntary services on the Harbor Commission should render his memory precious. We were fortunate in securing as his suc-

cessor, Brig.-Gen. Richard Delafield, the Chief of the Engineer Corps of the United States, who has entered upon his duties with much zeal.

#### MILITARY AFFAIRS.

During the past year the President of the United States has issued four calls for troops, as follows: February 1, for 200,000 men; March 14, for 200,000; July 18, for 500,000; December 19, for 300,000. The quotas under the last call have not been announced yet, but I am officially informed that the city has more than a sufficient number already credited to fill them. Under the three previous calls (for 900,000) the quotas of Boston amounted to 8,027; and including the call made October 17, 1863 (for 300,000)—which was about half filled at the beginning of the year—to 11,377. The number of men credited during the year was about 14,000,—of whom 13,287 were volunteers in the army and navy, and 713 drafted men.

An official statement of the number of men called for and credited, from the 18th of May, 1863, to the 31st of November, 1864, furnished by Major F. N. Clarke, Acting Assistant Provost-Marshal-General, is appended hereto [marked D]. The whole amount of the expenses of recruiting during that time (about nineteen months), including the bounties paid to those enlisting since the 30th of March last, is \$ 538,393.51.

Although the city has a considerable surplus, the efforts to obtain serviceable men for the Government have not been relaxed. A central office has been established in Haymarket Square, under the charge of competent men, where recruits are received for the army or navy. When the name of a recruit is borne upon the enrolment list of any ward, he is credited to such ward; otherwise to the city at large.

The relations between the municipal authorities and the State and United States officers, in matters of recruiting, have been uniformly pleasant, thereby greatly promoting the best interests of the service.

During the year the various regiments of which Boston's quota forms a part, have received such accessions, that a new tabular statement has been prepared by Mr. George H. Child (who is engaged in making the official record of our soldiers and seamen, and is admirably adapted for the work), and is submitted herewith [marked B]. Another table has also been added [marked C], giving a complete record, as far as practicable, of the officers and privates of the 1st Regiment, from the time they entered the service until they were mustered out. Other organizations have been mustered out during the year, but their history, although approaching completion, could not, owing to a late return of the muster-rolls, be finished in season for publication at this date.

A list of returning military organizations received

and entertained during the past two years, at Faneuil Hall and elsewhere, is appended [marked E].

## STATE AID.

The payments of State aid to the families of soldiers are still continued at the Relief Office, as during the year 1863. The act of the Legislature, approved February 29, 1864, allowing aid to be paid to the families of non-residents who enlist upon the quota of this city, and the act approved April 11, 1864, allowing aid to the families of seamen in the navy in the same manner as to the dependents of soldiers, have increased the number of applicants during the past year over one thousand. The return of regiments, however, and other causes, have determined the payments of more than an equal number. The average number of families relieved during the year 1864 was about three thousand, and the average monthly payment to each about eight dollars.

The payment of State aid to families of soldiers was inaugurated in May, 1861, and the payments since have been as follows:—

From May 1 to December 31, 1861,	. . . . .	\$77,090 42
Refunded by State,	. . . . .	\$67,745 56
Paid by City,	. . . . .	9,344 86
		\$ 77,090 42

From January 1 to December 31, 1862,		\$ 269,108 97
Amount claimed from State,	. . .	\$ 263,981 13
Amount assumed by City,	. . .	5,127 84
		<hr/>
		\$ 269,108 97
From January 1 to December 31, 1863,		\$ 311,821 00
Amount claimed from State,	. . .	\$ 307,062 71
Amount assumed by City,	. . .	4,758 29
		<hr/>
		\$ 311,821 00
The payments for 1864 will amount to about . . .		\$ 300,000 00

The claims for aid under the law relating to seamen in the navy are increasing very rapidly. It is very difficult to identify this class of dependents, and each case should be carefully investigated. The changes daily taking place in the army and navy by the disbanding of regiments, desertions, casualties, discharges, promotions, and pensions, require a constant inspection of the applications by the committees in the respective wards.

In addition to the large amount of aid distributed among the families of volunteers, there has been received at the Mayor's Office, in allotments of pay and bounty during the year, over \$ 230,000, which sum has been paid out on rolls from the State Treasurer's Office. The Mayor has also been the direct recipient of considerable sums, sent by soldiers who have no families, which have been deposited in trust for them in the savings banks.

## MILITIA.

The last Legislature passed a new militia bill, reviving in some respects the old militia law, requiring all citizens between the ages of eighteen and forty-five to be enrolled for military service, and those between the ages of eighteen and twenty-four to be subject to active duty. The city of Boston is divided into thirty-eight districts, each district to have a military company. If, however, the person enrolled is a member of a volunteer corps, his relations with such corps are to remain if he chooses, and thus he is not forced to become a member of the district company. In the cases of cities and towns where more than one company is allotted, the Adjutant-General makes the divisions in consultation with the local authorities; and thus it becomes our duty, having been notified thereof, to enter upon this service as soon as practicable.

In the mean time an opportunity is afforded to young men of martial and public spirit to join some of those military organizations already in existence or in the process of formation, and I would respectfully appeal to them to become at once members of such corps. The volunteer military of the city of Boston was in times past an object of just pride to our citizens, and it is hoped that we may again see this interest revived, and a well-disciplined and orderly force always at hand to meet any unforeseen emergency.

## ANNEXATION OF ROXBURY.

The annexation of the adjacent city of Roxbury to Boston has again been agitated, and we have been notified, as an interested party, that a petition will be presented to the next Legislature for an act to carry it into effect. There can be no doubt that population and territorial limits add very much to the character and reputation of a city at home and abroad. Commerce, business, maritime adventures seek large aggregations of people ; and if Boston is to increase very materially in her numbers, keeping the dwellings of her active men within her municipal limits, it must be through the annexation of some of the adjacent territory. There is no natural boundary between this city and Roxbury, and public sentiment in both communities, I believe, is rapidly tending towards consolidation. The decision of the question belongs primarily to the people, and possibly it is a subject which we should leave entirely in their hands ; but as the City Government has been notified of the pending petition, it may be our duty to take some action. I would, therefore, suggest, if it meets your approbation, that a committee be appointed to investigate the subject. They should ascertain the relative debt and property of both cities, the taxable value of estates, the question of sewerage, the prospective improvements required, and such other matters as will give light to our citizens should the Legislature sanc-

tion the union, and they be called upon to vote on the question.

#### NEW DIVISION OF WARDS.

The General Statutes provide that a census of the inhabitants of the several cities and towns shall be taken in May next, upon which the next apportionment of Senators and Representatives shall be based.

As it is desirable that the wards of this city should be districted anew this year, it will be necessary to take steps in this matter as soon as possible after the census shall be taken, so that the next municipal election may be conducted on the basis of the new wards.

#### CITY CHARTER.

In addition to the new division of wards, which will require legislative action, the last City Council passed orders to petition the Legislature for sundry amendments to the City Charter. The most important of these is for authority to lengthen the tenure of office of the Mayor, Aldermen, and members of the Common Council. The Charter, adopted at the incorporation of the city in 1822, has been changed and modified a number of times since that period, and as a whole does not present that symmetry and just proportion in all its parts which our present circumstances require. The amendments which have been made from time to time

have been suggested to remedy certain evils that were then apparent, and have not always corresponded with the spirit or the letter of the original document. Under these circumstances, I would respectfully suggest a thorough revision of the instrument. If this recommendation meets your approbation, a committee should be forthwith appointed, who should take the subject into consideration, calling to their assistance some gentlemen now in private life, who were formerly connected with the government, and whose experience would be of great value in framing a new charter. As we have already resolved to bring the subject to the attention of the Legislature for the purpose of some modifications of its provisions, the present seems to be a favorable opportunity to secure at one time all that may be needed for the present or the prospective wants of the city.

I have now, gentlemen, already exceeded the usual limits of an Inaugural Address, and have presented some of the most important subjects which I deem worthy of your consideration. The topics of municipal interest are not exhausted. Many matters will be called to your attention in the annual reports from the several departments, which will deserve your careful perusal. Some subjects which have not been noticed at this time will be the occasion of special communications. The suggestions which have been made are those which have arisen naturally from the condition of our affairs. It is

not a time to advocate new schemes or to press untried experiments; to hold fast to that which is good, keeping up with the progress of the age, should be the rule of action in administering our civic functions.

Your aid and co-operation I invoke in the discharge of my own official duties, while I promise on my part a like sympathy and cordial interest in everything which you may propose that will promote the public welfare. We have no right to be in these seats if we have not resolved and have not the strength to keep the resolve, to devote ourselves unreservedly to the service. The duties sometimes will be hard, the labors irksome, but it is too late to shrink from the task without forfeiting our own self-respect and proving ourselves false to the confidence which has been reposed in us. Without "magnifying our office" let us elevate ourselves to the sacredness of the trust, and by the conscientious and faithful discharge of our respective duties gratify the people who have selected us as their agents.

The government of the capital of a Commonwealth, whose recent history is worthy of its ancient renown, is now placed under our control; let us, with the blessing of our Heavenly Father, see that, so far as we are concerned, "Peace be within her walls and prosperity within her palaces!"



## A P P E N D I X.



## APPENDIX.

[A.]

## REDUCTION OF THE CITY DEBT.

*In Common Council*, Thursday, December 29, 1864.

THE Joint Standing Committee on the Reduction of the City Debt for the year 1864, respectfully report to the City Council that the following exhibit, made up from the books of the Treasurer and Auditor, show the indebtedness of the City at the close of business on the 24th inst.

Taking up the subject at the commencement  
of the present financial year, May 1, 1864,  
we find that the consolidated funded Debt on  
that day, as will be seen by the Auditor's  
Report, No 52, page 234, was . . . . \$ 11,015,732 77

which was nominally divided as follows:—

CITY DEBT . . . .	\$8,023,021 66
WATER DEBT . . . .	2,992,711 11
	<hr/> \$11,015,732 77

<i>Amount brought forward,</i>	\$ 11,504,232 77
Deducting from this amount all the debts which have become due in this financial year, and which have been paid at maturity, viz :— . . . . .	124,000 00
We have left at this time a funded debt of .	\$ 11,380,232 77
To which is to be added for loans already au- thorized, but not yet negotiated . . . .	238,000 00
Making a total of funded and unfunded debt at this time, of . . . . .	\$ 11,618,232 77

This Debt the Auditor classifies as follows :—

City Debt proper . . . . .	\$ 3,331,182 94
Water Debt (net cost of works) . . . . .	6,302,199 83
War Debt . . . . .	1,984,850 00
	\$ 11,618,232 77
Total Debt December 24, 1864 . . . . .	\$ 11,618,232 77
" " " " 1863 . . . . .	11,248,732 77
Increase of Debt in 1864 . . . . .	\$ 369,500 00

Which increase is accounted for as follows :—

War Debt, Dec. 24, 1864, \$ 1,984,850 00	
" " " " 1863, 1,958,850 00	
Increase 1864 . . . . .	\$ 26,000 00
Water Debt, Dec. 24, 1864, \$ 6,302,199 83	
" " " " 1863, 6,155,846 97	
	\$ 146,352 86

<i>Amount brought forward,</i>	\$ 172,352 86
City Debt, proper, December 24, 1864, . . . .	\$ 3,331,182 94
City Debt, proper, December 24, 1864, . . . .	3,134,035 80
	\$ 197,147 14
Net increase as above stated . . . .	\$ 369,500 00

## MEANS OF PAYING OFF THE DEBT.

The books of the Treasurer and Auditor show that the means of paying the debt of the City consist of the following items; all of which are, by ordinance, specially appropriated for that object, viz:—

Cash balance in the Treasury May 1, 1864, to the credit of the Committee on the Re- duction of the City Debt, as stated in the Auditor's Report, No. 52, page 241 . . .	\$ 1,204,632 15
Cash received since that time, being payments made at the City Treasury on Bonds and Mortgages then on hand . . . . .	48,808 37
Cash received from sales of Public Lands not included in the above item . . . . .	2,931 28
Cash from the annual City Tax for 1864, being the amount appropriated by the City Council for this object . . . . .	300,000 00
	1,556,371 80
<i>Deduct</i> — payments made on City Debt since May 1, 1864 . . . . .	124,000 00
	1,432,371 80
<i>Add</i> — Bonds and Mortgages now on hand, all of which are considered good . . . . .	164,662 89
	\$ 1,597,034 69

The consolidated Debt of the City <i>funded</i> and <i>unfunded</i> , Dec. 24, 1864,	
amounts to . . . . .	\$ 11,618,232 77
Means on hand of paying the same . . . . .	<u>1,597,034 69</u>
Net Debt, Dec. 24, 1864 . . . . .	<u>\$ 10,021,198 08</u>
The consolidated Debt of the City funded and unfunded, December 24, 1863 was . . . . .	\$ 11,248,732 77
Means then on hand . . . . .	<u>1,307,078 27</u>
Net Debt, Dec. 24, 1863 . . . . .	\$ 9,941,654 50
Net increase in 1864 . . . . .	<u>79,543 58</u>
	<u>\$ 10,021,198 08</u>
Increase of gross Debt in 1864, \$ 369,500 00	
Increase of means in 1864 . . . . .	<u>289,956 42</u>
Net increase as above stated in 1864 . . . . .	<u>\$ 79,543 58</u>
F. W. LINCOLN, JR., <i>Mayor.</i>	
GEORGE S. HALE, <i>Pres. of the Common Council.</i>	
WILLIAM CUMSTON,	
Chairman of the Committee on Finance on the part of the Common Council.	

[B.]

## STATEMENT

OF THE NUMBER OF OFFICERS, SOLDIERS, &c. FURNISHED BY THE  
CITY OF BOSTON, FOR THE WAR.

ORGANIZATION.	Commissioned officers.	Non-Commissioned offic's.	Chaplains.	Surgeons.	Ast. Surgeons.	Privates.	Totals.	T'm of service	REMARKS.
3d Regt. of Infantry...	1	2	..	..	..	25	28	3 mos.	1st Enlistments of 1861.
4th " "	..	..	..	..	..	6	6	"	"
5th " "	5	5	..	..	..	74	84	"	"
6th " "	5	11	..	..	..	56	72	"	"
8th " "	..	..	..	..	..	17	17	"	"
3d Battalion of Rifles..	5	4	..	..	..	28	37	"	"
Cook's Battery Light Artillery,	5	..	..	1	1	73	80	"	324 3 mos. men.
3d Regt. of Infantry...	..	..	..	..	..	2	2	9 mos.	
4th " "	..	..	..	..	1	2	3	"	
5th " "	2	..	..	..	..	8	10	"	
6th " "	1	1	..	..	..	2	4	"	
8th " "	1	1	..	..	..	49	51	"	
42d " "	7	17	..	..	..	129	153	"	
43d " "	8	25	1	..	..	184	218	"	
44th " "	21	11	..	1	..	307	340	"	
45th " "	20	30	1	1	1	196	249	"	
46th " "	..	..	..	..	..	7	7	"	
47th " "	9	34	1	..	1	217	262	"	
48th " "	6	5	..	..	..	119	130	"	
49th " "	2	..	..	1	..	..	3	"	
50th " "	..	1	..	..	..	11	12	"	
51st " "	..	..	..	..	..	1	1	"	
52d " "	1	..	..	..	..	..	1	"	
53d " "	1	..	..	..	..	12	13	"	
11th Bat'y Light Artily	5	19	..	..	..	94	118	"	1,577 9 mos. men
<i>Amt. carried forward</i>	105	166	3	4	4	1,619	1,901	..	..

STATEMENT. — *Continued.*

ORGANIZATION.	Commissioned Officers.	Non-Commissioned Officers.	Chaplains.	Surgeons.	Ast Surgeons.	Privates.	Totals.	Term of service.	REMARKS.
<i>Amts. brought forward,</i>	105	166	3	4	4	1,619	1,901	3 yrs.	
1st Regt. of Infantry...	23	88	1	1	3	816	932	"	
2d " " .....	20	13	..	1	3	207	253	"	
7th " " .....	..	1	..	..	1	6	8	"	
9th " " .....	23	57	1	1	1	619	702	"	
10th " " .....	..	..	..	..	..	4	4	"	
11th " " .....	30	47	1	..	1	489	568	"	
12th " " .....	16	27	..	2	2	246	293	"	
13th " " .....	17	42	1	..	1	367	428	"	
15th " " .....	3	1	..	..	..	19	23	"	
16th " " .....	1	4	..	..	..	115	120	"	
17th " " .....	8	6	..	..	..	174	188	"	
18th " " .....	11	4	..	..	..	48	63	"	
19th " " .....	17	19	..	1	2	326	365	"	
20th " " .....	38	36	..	2	2	822	900	"	
21st " " .....	4	11	..	..	..	33	48	"	
22d " " .....	19	41	..	1	..	289	350	"	
23d " " .....	4	4	..	1	1	99	109	"	
24th " " .....	25	45	1	2	3	359	435	"	
25th " " .....	2	6	..	..	1	19	28	"	
26th " " .....	6	4	..	..	..	120	130	"	
27th " " .....	..	..	..	..	..	4	4	"	
28th " " .....	23	45	..	1	..	537	606	"	
29th " " .....	8	24	..	..	..	165	197	"	
30th " " .....	18	23	..	..	..	205	246	"	
31st " " .....	3	1	..	..	..	17	21	"	
32d " " .....	10	11	..	1	1	101	124	"	
33d " " .....	16	19	1	1	1	105	143	"	
34th " " .....	2	..	..	..	..	5	7	"	
35th " " .....	6	8	..	1	1	60	76	"	
36th " " .....	..	..	..	..	..	2	2	"	
37th " " .....	..	..	..	1	1	1	3	"	
<i>Amts. carried forward,</i>	467	753	9	21	29	7,998	9,277	..	..

STATEMENT. — *Continued.*

ORGANIZATION.	Commissioned Officers.	Non-Commissioned Officers.	Chaplains.	Surgeons.	Asst Surgeons.	Privates.	Totals.	Term of service	REMARKS.
<i>Amts. brought forward,</i>	467	753	9	21	29	7,998	9,277	3 yrs.	
38th Regt. of Infantry...	8	12	..	..	..	51	71	"	
39th " " .....	2	7	..	1	..	46	56	"	
40th " " .....	4	6	..	1	..	37	48	"	
54th " " .....	..	..	..	..	..	32	32	"	Colored.
55th " " .....	7	3	..	..	..	41	51	"	Colored.
56th " " .....	4	4	..	..	..	277	285	"	
57th " " .....	..	1	..	..	..	4	5	"	
58th " " .....	..	..	..	..	..	21	21	"	
59th " " .....	1	..	..	..	..	93	94	"	
1st Regt. of Cavalry...	42	34	..	..	..	329	405	"	
2d " " .....	14	21	..	..	..	435	470	"	
3d " " .....	16	39	..	..	..	458	513	"	Formerly 41st Regt. Infantry.
4th " " .....	..	2	..	..	..	99	101	"	
5th " " .....	8	..	..	..	..	240	248	"	
1st Regt. Heavy Art'y	3	1	..	1	1	170	176	"	Formerly 14th Regt. Infantry.
2d " " .....	..	..	..	..	..	3	3	"	
1st Bat'n Heavy Art'y	..	..	..	..	..	3	3	"	
Heavy Art'y for Forts	11	11	..	..	..	426	448	"	Now 3d Rgt. H'y Art'y, Cl. King.
4th Bat'n of Infantry...	8	16	..	..	..	96	120	"	
1st Co. Sharpshooters..	..	1	..	..	..	41	42	"	
1st Bat'y Light Artillery	..	12	..	..	..	98	110	"	
2d " " .....	2	11	..	..	..	113	126	"	
3d " " .....	3	12	..	..	..	64	79	"	
4th " " .....	2	2	..	..	..	58	62	"	
5th " " .....	..	6	..	..	..	21	27	"	
6th " " .....	3	5	..	..	..	31	39	"	
7th " " .....	..	..	..	..	..	17	17	"	
8th " " .....	2	13	..	..	..	57	72	"	
9th " " .....	2	8	..	..	..	29	39	"	
10th " " .....	1	8	..	..	..	51	60	"	
12th " " .....	3	14	..	..	..	39	56	"	
<i>Amts. carried forward,</i>	613	1,002	9	24	30	11,478	13,158	..	..

STATEMENT. — *Continued.*

ORGANIZATION.	Commissioned Officers.	Non-Commissioned Officers.	Chaplains.	Surgeons.	Ast Surgeons.	Privates.	Totals.	Term of service	REMARKS.
<i>Am's. brought forward,</i>	613	1,002	9	24	30	11,478	13,156	3 yrs.	
13th Bat'y Light Artil'y.	2	8	..	..	..	62	72	"	
14th " "	..	..	..	..	..	31	31	"	
15th " "	2	..	..	..	..	39	41	"	
16th " "	..	..	..	..	..	24	24	"	
99th Regt. New York } Infantry,	..	7	..	..	..	50	57	"	
40th " "	..	2	..	..	..	5	7	"	
70th " "	2	7	..	..	..	50	59	"	
12th " "	..	..	..	..	..	1	1	"	
47th " "	..	..	..	..	..	1	1	"	
74th " "	..	2	..	..	..	9	11	"	
3d Regt. R. I. Infantry,	..	..	..	..	..	1	1	"	
3d Regt. R. I. Artillery,	..	..	..	..	..	4	4	"	
6th Regt. N. Y. Cavalry,	..	3	..	..	..	12	15	"	
Salem Mech's Light } Infantry,	..	..	..	..	..	4	4	"	
Salem Cadets.....	..	..	..	..	..	3	3	"	
3d Brig. 3d Div. 6th } Army Corps,	..	..	..	..	..	6	6	..	Band.
Corps D'Afrique .....	..	..	..	..	..	16	16	..	Band.
90 days men, consisting } of Co's 1, 2, 4, 7, } 9, 12, and 13,	4	..	..	..	..	204	208	"	
100 days men in 5th } Regiment,	6	11	..	..	..	116	133	"	
6th " .....	7	5	..	..	..	152	164	"	
42d " .....	8	18	..	..	..	193	219	"	
60th " .....	4	6	..	..	..	56	66	"	
Re-enlistments from } various Regim'ts } and Batteries,	..	..	..	..	..	..	760	"	
Veteran Reserve Corps..	..	..	..	..	..	..	948	"	
	618	1,071	9	24	30	12,517	16,007	"	

## [C.]

## SUMMARY OF THE 1ST REGIMENT OF MASS. VOLUNTEERS.

RANK.	NOT INCLUDED IN TOTAL.			Killed and Died.	Discharged for Dis- ability, &c.	Discharged for Pro- motion.	Mustered Out.	Transferred.	No Records.	Duplicate Names.	Totals.			
	Promotions in Regiments.	Wounded.	Totals.	Prisoners.	Missing.	Deserted.								
Commissioned Officers	10	8	18	5	1	..	10	7	14	1	41			
Non-Com'd Officers...	38	29	67	8	..	3	7	38	16	54	4	3	2	135
Privates .....	55	95	150	53	2	15	82	223	7	176	41	101	56	756
Totals .....	103	132	235	66	3	20	89	271	30	244	46	104	59	932

[D.]

## STATEMENT

Showing total of Quotas under calls of October, 1863, and of February, March, and July, 1864; and total credits since May 19, 1863, for each of the Wards of the City of Boston. Also number enlisted for one, two, and three years in each, with surplus at the end of November, 1864.

Wards.	Total Quotas.	Total Credits.	No. of 1 yr. men.	No. of 2 yrs. men.	No. of 3 yrs. men.	Surplus.
1	1,053	1,297	2	2	1,293	244
2	966	1,232	..	2	1,230	266
3	1,004	1,188	2	..	1,186	184
4	820	1,325	..	..	1,325	505
5	836	1,317	2	1	1,314	481
6	753	1,286	..	..	1,286	533
7	636	753	..	..	753	117
8	961	1,401	..	..	1,401	440
9	661	1,068	..	..	1,068	407
10	862	1,276	..	..	1,276	414
11	1,372	2,347	..	1	2,346	975
12	1,453	1,862	2	2	1,858	409
	11,377	16,352	8	8	16,336	4,975

Official.

F. N. CLARKE,  
*Major 5th Artillery, A. A. P. M. G.*

[E.]

## RECEPTIONS, 1863-64.

Regiment.	Commanding Officer.	Date.	Term.	Re-enlisted or Discharged.
11th Battery .....	Capt. Jones .....	May 27, 1863.	9 mos.	Discharged.
44th Infantry .....	Col. Lee .....	June 10, 1863.	9 mos.	Discharged.
45th " .....	Col. Codman .....	June 30, 1863.	9 mos.	Discharged.
43d " .....	Col. Holbrook .....	July 21, 1863.	9 mos.	Discharged.
42d " .....	Lt. Col. Stedman .....	Aug. 10, 1863.	9 mos.	Discharged.
47th " .....	Col. Marsh .....	Aug. 18, 1863.	9 mos.	Discharged.
32d " .....	Col. Prescott .....	Jan. 17, 1864.	3 years.	Re-enlisted.
25th " .....	Capt. A. H. Foster .....	Jan. 17, 1864.	3 years.	Re-enlisted.
23d " .....	Capt. J. W. Raymond ..	Jan. 17, 1864.	3 years.	Re-enlisted.
2d " .....	Col. Pickett .....	Jan. 20, 1864.	3 years.	Re-enlisted.
Co. 1st Cavalry .....	Capt. Adams .....	Jan. 24, 1864.	3 years.	Re-enlisted.
19th Infantry .....	Col. Devereaux .....	Feb. 8, 1864.	3 years.	Re-enlisted.
25th " .....	Lt.-Col. Moulton .....	Feb. 19, 1864.	3 years.	Re-enlisted.
24th " .....	Capt. Wm. F. Redding ..	Feb. 20, 1864.	3 years.	Re-enlisted.
30th " .....	Major Whittemore .....	Mar. 19, 1864.	3 years.	Re-enlisted.
29th " .....	Col. Pierce .....	April 12, 1864.	3 years.	Re-enlisted.
6th Battery .....	Capt. J. F. Phelps .....	April 21, 1864.	3 years.	Re-enlisted.
Ind. Batt. Cavalry ...	Major A. H. Stevens ....	May 6, 1864.	3 years.	Re-enlisted.
1st Infantry .....	Col. McLaughlin .....	May 24, 1864.	3 years.	Discharged.
9th " .....	Lt.-Col. Hanley .....	June 15, 1864.	3 years.	Discharged.
11th " .....	Col. Tripp .....	June 20, 1864.	3 years.	Discharged.
12th " .....	Col. Bates .....	June 30, 1864.	3 years.	Discharged.
13th " .....	Col. Leonard .....	July 21, 1864.	3 years.	Discharged.
16th " .....	Lt.-Col. Richardson ....	July 27, 1864.	3 years.	Discharged.
20th " .....	Capt. Magnitzky .....	Aug. 1, 1864.	3 years.	Discharged.
31st " .....	Col. Gooding .....	Aug. 6, 1864.	3 years.	Re-enlisted.
2d Battery .....	Capt. O. F. Nims .....	Aug. 9, 1864.	3 years.	Discharged.
4th " .....	Col. Burrill .....	Aug. 9, 1864.	9 mos.	Pris's exch'd.
18th Reg.....	Lt.-Col. White .....	Aug. 26, 1864.	3 years.	Discharged.

## RECEPTIONS, 1863-64.

Regiment.	Commanding Officer.	Date.	Term.	Re-enlisted or Discharged.
Cos. C & D, 1st Cav..	Lt. G. M. Teague .....	Sept. 3, 1864.	3 years.	Discharged.
3d Battery..... . .	Capt. A. P. Martin .....	Sept. 9, 1864.	3 years.	Discharged.
17th Infantry .....	Capt. Henry Splaine.....	Sept. 28, 1864.	3 years.	Re-enlisted.
23d " .....	Capt. Addison Center ...	Oct. 6, 1864.	3 years.	Discharged.
22d " .....	Gen. W. S. Tilton .....	Oct. 10, 1864.	3 years.	Discharged.
1st Battery .....	Capt. W. H. McCartney .	Oct. 12, 1864.	3 years.	Discharged.
26th Infantry .....	Col. A. B. Farr .....	Oct. 28, 1864.	3 years.	Discharged.
42d " .....	Col. Burrill.....	Nov. 3, 1864.	100 days.	Discharged.
60th " .....	Lt.-Col. Woodward.....	Nov. 22, 1864.	100 days.	Discharged.
28th " .....	Col. G. W. Cartwright ..	Dec. 15, 1864.	3 years.	Discharged.
Navy .....	Officers and crew of Kearsarge.	Nov. 10, 1864.	.....	.....

## RECAPITULATION

Of Taxable Property in the City of Boston, returned by the Assessors  
to the State Valuation Committee, 1864.

WARD.	Number of Houses.	Average value of each house	Total feet of Land.	Total value of Dwelling-Houses.	Total value of Land	Value of Land per foot.
1 .....	1,441	1,408	4,689,971	\$ 2,029,900	\$ 6,045,217	\$ 1 29
2 .....	2,287	981	41,320,533	2,250,725	2,796,075	0 06 $\frac{1}{4}$
3 .....	881	2,041	2,304,720	1,867,150	6,534,750	2 83
4 .....	476	6,850	3,575,825	3,260,200	30,654,400	8 56
5 .....	1,289	2,097	1,950,401	2,703,465	2,444,325	1 23 $\frac{1}{2}$
6 .....	1,485	4,817	3,482,328	7,152,650	8,757,900	2 48
7 .....	690	1,593	3,051,025	1,099,100	15,931,400	5 22
8 .....	943	3,163	2,280,181	2,983,200	5,970,050	2 62
9 .....	1,252	4,564	3,240,586	5,714,700	6,162,193	1 10
10 .....	1,270	2,391	2,512,058	3,036,923	3,948,953	1 57
11 .....	3,182	3,976	10,702,383	12,652,400	10,082,215	0 94
12 .....	3,315	1,181	27,325,652	3,917,300	5,431,380	19 $\frac{54}{100}$
Total.....	18,511	2,626	106,465,663	\$ 48,607,713	\$ 104,758,858	0 98
Value of Land excluding East and South Boston,			37,819,478	.....	.....	2 55
Value of Land in East Boston proper,			15,864,573	.....	.....	0 17
Value of Land in Belle, Apple, and Spectacle Islands,			25,455,960	.....	.....	41-5 m'ls



634.02.21

THE  
INAUGURAL ADDRESS  
OF  
HIS HONOR  
FREDERIC W. LINCOLN, JR.  
MAYOR OF THE CITY OF BOSTON,  
TO  
THE CITY COUNCIL,

JANUARY 1, 1866.



BOSTON:  
J. E. FARWELL AND COMPANY, PRINTERS TO THE CITY,  
37 CONGRESS STREET.  
1866.



6

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1866.



CITY OF BOSTON.

---

*In Common Council, Jan. 1, 1866.*

ORDERED: That His Honor the Mayor be requested to furnish a copy of his Address, that the same may be printed.  
Sent up for concurrence.

JOSEPH STORY, *President.*

*In Board of Aldermen, Jan. 3, 1866.*

Concurred.

GEO. W. MESSINGER, *Chairman.*



## THE MAYOR'S ADDRESS.

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GENTLEMEN OF THE BOARD OF ALDERMEN AND COMMON  
COUNCIL: —

On the first day of a new year, amidst the congratulations appropriate to the season, we have assembled to inaugurate, with the customary ceremonies, a municipal government for Boston. The local public interests of a large city have been placed by its people in our charge. We have voluntarily assumed the respective duties indicated by their choice, and the proofs of our fidelity will be seen at the close of our official career, when the government is transferred to our successors.

One of the most significant facts of modern history, in its connection with the progress of population, especially in the Northern States of our Union, is the tendency of so large a portion of the people to congregate in cities. The most energetic minds use these localities for the exercise of their talents, and as the spheres for their enterprise and influence; while the other extreme of society, the idle and the dissolute,

find their boon companions, and those associations which minister to their base appetites and passions, in the lower strata of social life, which must exist to a greater or less extent in every large aggregation of human beings. The government of such a community thus carries with it a greater degree of personal responsibility than is attached to those who exercise the more remote and dignified functions belonging to the State, or the limited control of public affairs which exists with the sparse population of a rural district. The importance of the varied and diversified interests of a people, thus congregated, cannot be measured by an ordinary standard. Those who are clothed with special prerogatives and powers are called upon to exercise them with prudence and good judgment, illustrating their official duty by the highest civic wisdom that can be attained. The good citizen is to be protected in his business and social relations, and every influence, in the legitimate sphere of government, must be exerted to promote his welfare and happiness; while the vicious must be restrained and punished for the crimes which have made him the pest of society. It should be recollected that the mere raising and disbursing of the public money are not the only offices of a government like ours, for we are justly to be held accountable for many other matters of common concern.

The prosperity of Boston is largely favored by its natural advantages ; but the real element of success, through its whole history, has been in the character of its people. Notwithstanding the large influx, every year, of persons born outside of its territorial limits, it has ever maintained certain original characteristics, which have given it an honored name in the past, and enabled it to exert an influence beyond the circle of its own citizens, and of a wider extent than its municipal jurisdiction. That this individuality is peculiar, and sometimes may excite ridicule in the unreflecting, is but another way of asserting the fact of its existence. We can safely challenge the world for an example of a community more alive to the best interests of all classes of its people ; its ideas and methods may be its own, but they are gladly welcomed by the most intelligent of other communities ; and although this does not justify any self-complacency on our part, yet it should serve to inspire those who have any control in its affairs, to still further elevate that standard which has so far distinguished the city.

It is a matter of congratulation that we to-day assume our official duties, surrounded with so many signs of promise and cheer. The year that has passed has seen the complete discomfiture of the armed band of Rebels, who sought to annihilate our national existence. The men and means, which were required on

our part, were given in full faith in the final success of the cause we were defending. It was a sacrifice which enriched rather than impoverished, and we are reaping the reward in a more substantial condition of material prosperity, and the most encouraging omens for the future.

While business prospers, and thrift follows industry, our people are not absorbed in mere selfish enjoyment; the fountains of benevolence and charity, opened during the war, now flow in other channels for the benefit of suffering humanity. Private munificence was never more liberal in its endowments, and every good cause is supplied with warm-hearted and zealous friends. Recognizing the goodness of our Heavenly Father in thus crowning our community with His blessings, and with a deep sense of our personal accountability to Him for the manner in which we discharge the trusts delegated to us by a confiding people, we are now called upon to address ourselves to the immediate duties belonging to this time and place.

It has become the usage of this occasion for the Mayor to present a statement of the condition of the most important departments of the government, together with a brief summary of the transactions of the preceding year. This information is of vital consequence to new members, and affords an opportunity for the incoming administration to carry forward, in an

understanding manner, the important works left unfinished by their predecessors. It is not my intention to recommend any radical reforms in any department of the public service, for such a course would seem to imply that abuses have existed which ought before to have been remedied. With the progress of time changes are necessary to meet new wants, to simplify business arrangements, or correct faults of administration. But generally, I believe, our system of municipal management moves with as little friction as can be predicated of any body with such a multitude of interests ; and I think that the city is extremely fortunate in the character and talents of those who fill the more permanent official situations of the government. The annual reports of the officers will soon be laid upon your desks for reference, and I have no doubt you will agree with me in the expression of gratification at the encouraging condition which they present of our affairs.

#### FINANCES.

Our finances, the sinews of government, naturally attract our first attention. The difference in the period of time between the commencement of our municipal and financial year, prevents a detailed statement, at this season, of our income and expenditures ; but we are enabled, through the report of the Com-

mittee on the Reduction of the City Debt, which is submitted at the close of each municipal year, to arrive at a comparative view of the financial condition of the city. Without repeating at length the complete statement of this Report (which will be appended to this Address), it is sufficient for the present purpose to say that

The total debt, funded and unfunded, Dec. 23,

1865, was . . . . . \$ 12,476,616 11

divided as follows:—

City debt proper . . . . . \$ 3,572,920 38

Water debt . . . . . 6,889,845 73

War debt . . . . . 2,013,850 00

\$ 12,476,616 11

A net increase during the year of \$ 858,083 34

On account of City debt proper, \$ 241,737 44

On account of Water debt . . . . . 587,645 90

On account of War debt . . . . . 29,000 00

Means now on hand of paying the debt . . . . .

2,065,776 51

Net debt, Dec. 23, 1865 . . . . .

\$ 10,410,839 60

The consolidated debt of the city, funded and  
unfunded, Dec. 24, 1864, was . . . . .

\$ 11,618,232 77

Means then on hand . . . . .

\$ 1,597,034 69

Net debt, Dec. 24, 1864 . . . . .

\$ 10,021,198 08

The increase of the gross debt in 1865 was . . . . .

\$ 858,383 34

The increase of means in 1865 was . . . . .

468,741 82

Showing the net increase of the City debt to  
have been . . . . .

\$ 389,641 52

## ASSESSORS DEPARTMENT.

I deemed it my duty, in the annual address of last year, to call to the especial attention of the government the condition of the Assessors Department. It is gratifying to state that some of the evils indicated have been partially removed. This has been accomplished partly by legislative enactment, and partly by more judicious management on the part of those whose functions impose upon them the delicate and responsible duty of taxing the citizens. An old law, requiring the property holder to return an inventory of the same to the Assessor, had remained unheeded on the statute book. By an act of the last Legislature, a penalty was attached for the non-fulfilment of this obligation. If the party did not make returns he was liable, as usual, to be doomed, but without the facility, as before, of obtaining an abatement.

The principal difficulty in the past has been in regard to personal property. With the most industrious efforts this could not be reached by the Assessors without the help of the owner, and thus they were forced to estimate the amount according to their judgment, sometimes doing injustice to individuals, but more often depriving the city of an assessment which was fairly due. It is evident that if we wish to insure an equality of taxation, which should be the chief

concern of a just government, this provision of law is correct. A large number of our citizens, during the past year, made a return of their property, and this custom will, I trust, be more generally observed in the future.

Our taxes, it should be recollect, are based upon the whole valuation of the city; if a large abatement is made we must necessarily fall short of the means to meet our current expenses. As an illustration of the difference between the old system and the new, it may be interesting to state, that while in 1864 our valuation was reduced, by abatements, about \$ 26,000,000, the past year the reduction amounts to only \$ 7,600,000, a considerable portion of that sum being on real estate.

Another important question, growing out of the action of the Assessors, was the tax levied last year upon what are termed foreign shares in manufacturing corporations at their market rates. The proprietors of these shares contend that they pay a tax on the real estate and machinery in the States where it is located, and that they should pay here only a fractional portion of the value, otherwise it is double taxation. On the other hand the law declares that personal estate shall include "stocks in moneyed corporations, within or without the State," and the question is raised, whether the legislature intended to except the manufacturing stocks from their share of the public burdens, while

foreign shares in other corporations were held to their full amount. Without at this time going into the merits of the case, it is sufficient to say, that it is a subject of vast pecuniary importance to the city, as a large amount of this kind of property is owned by the capitalists of Boston. The question will probably be adjudicated upon by the courts.

The rate of taxation for the year was \$ 15.80, on a thousand dollars,—an advance upon the rate of the year previous of \$ 2.50, on a thousand. Of this increase 41-100 is on city and county account, and 2.9-100 is on account of the State.

The heavy taxation of the past few years has resulted largely from the necessities of the Commonwealth, whose annual expenditure has risen from \$ 1,-185,000 in 1861, to \$ 5,102,000 in 1864, while her indebtedness has increased from \$ 7,000,000, to \$ 22,-800,000, in the same time. On the tax of \$ 300,873, levied by the State in 1861, the proportion of Boston was \$ 94,575; and on the tax of \$ 4,700,000, in 1865, the proportion was \$ 1,592,501. With a return of peace we may reasonably expect a largely diminished expenditure, and less onerous taxation on the part of the Commonwealth.

The valuation of the property of the city by the Assessors the past year was \$ 371,893,000.

## PUBLIC HEALTH.

Our city has been blessed, during the past year, with an unparalleled condition of health. The number of deaths during the year 1864 was 5,112, in 1865, 4,539,—a decrease of mortality of about 600. Experienced medical men have given the opinion that the city, during the year, has been more healthy than the country. The prevalence of disease in the country has no doubt been caused, in part, by the long-continued drought; while our people have been saved by the copious supply of fresh water, which has refreshed and invigorated the inmates of even the humblest dwelling.

The apprehended approach of the cholera has stimulated more than usual energy in the transactions of the Health Department, for it was deemed essential that our houses should be "set in order," to withstand the dire attacks of the insidious disease. The tenants of many miserable dwellings have been warned out of their quarters, and rapacious and mercenary landlords have been forced to fit their tenements with the common comforts and decencies of life. A municipal government cannot enforce godliness, but it can enforce cleanliness, and it is bound to exercise, to the fullest extent, the power it possesses in behalf of this great sanitary virtue. Carefully prepared statistics prove

that, in certain localities of the city, sickness abounds in greater proportion than in others. This tendency to disease, when investigated, is traced to causes which are apparent, and no means should be spared to remove those nuisances which impair so seriously the health and physical vigor of so many of our inhabitants, however ignorant or regardless they are themselves of their own well being.

Before the approach of spring a systematic and thorough organization should be effected under the Board of Health, in every ward, which shall inspect every dwelling, check the least taint of pollution wherever situated, and enforce those wise precautionary measures which will deprive the pestilence of victims, if, unhappily, it should visit our shores. If the dreaded disease does not come, we shall still derive immense advantages from such a proceeding, which will be seen in the improved condition of public health, and the saving of many precious lives to the community.

The owners of property south of Northampton Street have been indicted by the Grand Jury, and the final disposition of the nuisance in that vicinity is in the hands of the court. The nuisance in the vicinity of Charles Street will, I trust, be abated before the coming summer, as all the abutters have complied with the notices served upon them, and are causing the territory to be filled.

The most serious consequences, so far as the public health is concerned, are apprehended for the future in the condition of the territory in the vicinity of Church Street. This is a subject which has engaged the attention of the government for a number of years. Bordering originally on the sea, the basin which formerly afforded it drainage has been filled up with solid earth to a high grade, thus giving to the spectator an appearance of a portion of the city having sunk below the ordinary level. The empty basin, into which the buildings drained when they were erected, was an artificial one, cut off from the natural flow of the sea, and these buildings were set low without any thought of changes in the future. The only permanent relief is the raising up of the whole territory, a work of vast magnitude, similar in its character to that which has been accomplished with success in the city of Chicago. Committees and commissions have been appointed by the city government, to confer with the proprietors of these estates, without any good result. An opinion has seemed to prevail with them that the city, in some way, was blamable in the matter, and that it was responsible for their present deplorable condition. The city has not fallen back upon its legal liabilities, but has been disposed to approach the subject in a liberal spirit; nothing, however, has been accomplished. The time has now come when the work should be taken

resolutely in hand, or the most evil consequences will follow. Most of the streets are narrow; ill adapted for the light and air which are so essential to a crowded population; and the most favorable plan is to remove or demolish some of the buildings, fill up the land, and lay out new streets in the district adapted to its improved condition. An application is to be made to the Legislature, by parties interested in this matter, for an act in furtherance of such an enterprise. It should receive the favor of that body, as these evils have been brought about, in part, by the action of the State in the improvement of their lands in the vicinity. If this work is to be undertaken under the authority of the city, it would seem well to place it in the hands of a permanent commission, who will have the time to devote themselves specially to the work.

#### SEWERS.

The expenditures for sewers have been greater than usual, during the year, owing to the construction of large outlet sewers at South and East Boston, and from the Back Bay territory. The last was built under an agreement made with the Boston Water Power Company, in 1864, and to the cost of which they agreed to contribute \$50,000. At the same time the Commonwealth agreed to provide sewers for their territory, and

the State Commissioners will commence the construction of them in the spring.

The closing of the old outlet gates from the empty basin has affected the drainage of all the districts which relied wholly, or in part, upon that area for relief for its waste water. Although not affected to the same extent as the territory to which allusion has already been made, yet a large portion of the South End has been subject to great annoyance and damage. A system of surface drains has been ordered by the government, which will probably be constructed in the ensuing year, as a substitute for the advantages which these estates formerly possessed.

#### STREETS.

One of the most fruitful sources of expenditure in a city like ours is the cost of widening streets. The Western cities of the Union, laid out on the modern plan of regular and wide avenues, are saved this important item of municipal expense. We are indebted to the fathers of the town for many good institutions and wise customs, but the legacy they have left their posterity in the character of our public streets is not a special cause of gratitude. They answered their purpose for a time, but many of them are not adapted to the necessities of that crowded and thrifty population which now throngs them for business or pleasure. In

the new part of the city reclaimed from the ocean, and at East and South Boston, an opportunity is afforded to meet present and prospective wants, but in the old portions of our territory a constant appeal is made to extend and widen the great thoroughfares. Comprehensive and specific plans for these public improvements have been suggested in former communications to your body, but as each year brings as great a burden in this direction as can be judiciously met, I hesitate to advance new projects. Some of the wisest of those who have administered the affairs of the city have felt that we should cease the large expenditures for this object, until we can obtain a law like that in force in some other cities of the Union, providing for the principle of betterment, by which those estates abutting on the improvement are assessed a portion of the cost. Our efforts for the law with the legislature have, with a single exception, failed, and in the mean time we are forced to go on and meet the exigencies as they occur.

The full report of the Committee on Streets, lately submitted to the Board of Aldermen, presents in detail the transactions of the past year. Widenings have been made on thirty-two different streets. The most important work instituted, during the year, was the demolition of Fort Hill. This had received a temporary check, by an injunction from the Supreme Court, which, I trust, will only retard, not effectually stop this

enterprise so essential to the commercial prosperity of this business portion of the city. The extension of Albany Street has again been revived, and probably the two portions will be united during the coming year.

Two new avenues to South Boston have received some attention; one, the Eastern Avenue, so called, starting from the foot of Summer Street, and to be built in connection with the occupation of the flats on the South Boston shore, developing what is now unproductive property, and extending to our unsold lands and the institutions at City Point; the other, the extension of Broadway to the City proper. Each of these projects has many merits to commend it to favor; but the great cost of both, in the present state of our financial matters, will probably lead to their postponement to some future time, unless private parties, whose property will be immensely benefited by them, are disposed to make liberal contributions in their behalf.

#### PAVING DEPARTMENT.

During the year the average amount of paving has been done, and the streets have been kept in good condition. The round, or cobble stones, which have constituted the principal part of our pavement, will probably be abandoned in the future on account of its cost, and trap-rock and small granite blocks substituted in its place. Some definite arrangements should be made

in regard to the grades of the streets on the Back Bay territory. These streets should not be accepted by the Board of Aldermen unless they are of sufficient height to secure drainage. The evils from this source have already proved so serious that we have no right, for present convenience, to submit to the establishment of a grade which our successors, sooner or later, will be obliged to change.

#### STREET RAILROADS.

The introduction of horse railroads into our large cities has proved a most prolific source of municipal legislation. They have no doubt materially advanced the growth and prosperity of our own city, and have become so great a convenience to a large portion of the inhabitants that they seem to be a necessity. They are owned and managed by corporations under the authority of the State, using the common highway, like all other owners of vehicles, for the passage of their cars. A new use of the public streets, not contemplated when they were laid out, interfering to some extent with their ordinary service by other modes of travel, sustained by a large monetary interest, and supported in their claims by a vast multitude of individuals who are personally accommodated by the facilities they afford, it must be confessed that the public authorities have difficulties of more than ordinary

magnitude, to shape legislation so that it will meet the expectations of the community.

The authority of the upper branch of the City Government is more limited than is generally supposed, as the Legislature have seen fit to withhold powers which, we think, it would have been well to have granted. If these corporations could be more effectually checked when they abuse their franchise, without causing embarrassment to their patrons, a great end would be gained, and the interests of all better served.

Without speaking at this time in detail of the merits and different local interests of the several companies that have been permitted to lay down tracks in our streets, I trust that such legislation may be secured, at the coming session of the General Court, as will better enable the city authorities to protect the interests of our citizens.

#### PUBLIC BUILDINGS.

In the Department of Public Buildings, the past year has been one of unusual activity for those who have had charge of this interest. The City Hall has been completed, costing, with its furniture, about five hundred thousand dollars. A new schoolhouse has been erected at East Boston, considered the best, as indeed it has proved the most expensive, of any of our buildings for educational purposes, the cost, including land

and furniture, being about one hundred thousand dollars. A commodious and well-situated police station for the fourth district is nearly completed in LaGrange Street, the cost of which, when all the bills are paid, will amount to nearly fifty thousand dollars. Two new engine houses for the Fire Department have been erected,—one at East Boston, and one in the City proper. A number of our old schoolhouses, principally at South Boston, have been raised and enlarged. These are extraordinary expenditures, and are in addition to the usual annual cost of keeping in repair all the other public buildings of the city, growing out of the natural wear and tear of such edifices.

Two new projects for schoolhouses are already before the government, on the recommendation of the School Committee, but they have not been definitely acted upon by the City Council. One is for a large grammar schoolhouse at the South End, on the new territory lately reclaimed from the sea; the other is for a new building for the accommodation of the Girls' High and Normal School. This school is now centrally situated, and it is a misfortune that it must be removed; but the neighborhood is rapidly becoming devoted to business purposes, and the buildings themselves inadequately afford those peculiar facilities which an institution of this high character requires.

We are receiving comparatively but a small income

from the Old State House. The city has the same right as an individual to reap any advantage which an increase in the value of property, on account of its location for business purposes, may produce. If the building is not to be used for city purposes, it may be well to lease it for a longer term than usual, and make such alterations in the interior as will amply pay the city the percentage which is due on the value of such property.

There is another subject, in this connection, which I have some hesitation at this time in suggesting, but which must be presented sooner or later, and which deserves consideration. It is almost the universal complaint of the judges, and those connected with the courts, and our citizens who, either as jurors or witnesses, are called into the building, that our present Court House is ill-adapted for the purpose for which it was erected. It is in the very centre of the business part of the city; it is surrounded on its four sides by streets; the noise of passing vehicles is incessant; windows cannot be opened for the fresh air in summer without seriously interfering with that quiet which is so essential in a court-room. The property is of great value, and I believe it can be sold for its intrinsic worth. The building is a substantial one; its location admirably adapts it for many business purposes, and its proceeds, if judiciously managed, will pay a large

proportion of the expense of another edifice. A site can probably be selected, not bordering on a great thoroughfare, equally central, but more wisely fitted for the special objects of such a building.

It is, perhaps, not expedient with our present large expenditures, and the unusual tax for national purposes pressing upon the people, to move immediately in this matter; but it is one of those subjects which deserve thought in considering our prospective wants. The expense of erecting a Court House should be borne by the county. All expenses of this department are now paid by Boston alone. A more equitable arrangement should be established, so that the other portions of Suffolk County — the city of Chelsea, the towns of North Chelsea and Winthrop — may be assessed their proper share for the maintenance of the courts and other expenses incident to their relations to the county.

#### PUBLIC INSTITUTIONS.

The institutions at South Boston, and Deer Island, are in the same satisfactory condition which has given them their character in former years. After a full consideration of the subject, the last City Government authorized the purchase of lands in the town of Winthrop, as a site for a new Lunatic Hospital. It will require considerable time to procure designs, plans, and

estimates for a building for such an institution, and a considerable period will probably elapse before an appropriation will be asked for its erection.

#### CITY HOSPITAL.

This important public charity has been in successful operation during the past year, affording relief to a large number of our industrious citizens who have been unexpectedly overtaken by disease or accident.

The number of patients admitted from Jan. 1, 1865, to Dec. 19, was . . . . .	1027
Number discharged during the same time . . . . .	929
Number of deaths . . . . .	95
Remaining in the hospital Dec. 19 . . . . .	104

In addition to the above, over one thousand outpatients have been treated at the hospital.

The experience of the first year convinced the Trustees that, in order to increase the usefulness, economize the administration, and make a first-class institution, some additional buildings were necessary. Upon application to the City Council the Trustees were authorized to erect a building for the treatment of contagious diseases, an autopsy room, stable, and coal shed. These buildings are nearly completed. During the year the smallpox hospital has been placed under the charge of the Trustees, and removed to the grounds

appropriated to the use of the City Hospital east of Albany Street. The Dead House has been removed from North Grove Street, and located, for the present, in one of the rear buildings of the hospital, upon Albany Street.

A course of medical lectures has been commenced at this institution, under the direction of the Board of Physicians and Surgery, open to the students of the medical college. The large attendance, and the interest manifested, promise very gratifying results.

The Library established last year, for the benefit of the patients, has been a source of great enjoyment and instruction to this suffering class of our citizens. An opportunity is here afforded to all to contribute to a deserving cause their duplicate or surplus books.

The current expenses of this noble institution will be necessarily large; but I have no doubt they will be cheerfully met so long as the citizens of Boston feel a generous sympathy for the sufferings of those unfortunate ones whose real necessities are alleviated through its beneficial agency. It has already taken the front rank among the institutions of its class in this country, and its merits attract the attention of the many intelligent and philanthropic strangers who visit our metropolis.

## OVERSEERS OF THE POOR.

The reorganization of this Board has realized the anticipations of the friends of the change. The necessities of the worthy poor, having legal claims on account of settlement, are better relieved, while imposition and fraud are checked. Less money is required, and it is more judiciously distributed than under the old system.

The project of a new building to accommodate this department, together with other organizations for the relief of honest poverty, has not yet been consummated. When this structure is completed, and a new bureau of charity established in it, there will be no excuse for begging in the streets, or for application at the doors of private houses. It will be necessary soon to remove the temporary home from Charles Street, and it is proposed to accommodate it in this new building. This plan unites with system and method, public and private beneficence, and its first cost will be defrayed partly by an appropriation from the city, and partly by the contributions of liberal and wealthy citizens. The subscriptions from individuals, I understand, amount to about ten thousand dollars; and I am authorized by a gentleman, who to-day retires from the government after several years of faithful service, to state that, such is his confidence in

the wisdom of the measure, he will add one thousand dollars to the amount already subscribed. I trust that the amount required from private sources will soon be secured, so that the city may proceed without further delay in the erection of the edifice.

## PUBLIC LIBRARY.

I desire to call your special attention to the valuable report of the Trustees of the Public Library, which has recently been presented to the City Government. The fact that nearly 300,000 visits have been made to the library during the year, "for the purpose of reading in its halls, or of taking out or consulting the books to be found on its shelves," is a sufficient evidence that it is meeting the intellectual wants of an intelligent people. Some reforms in the administration of its affairs have already been made, and others have been suggested; experience has justified their necessity, and I have no doubt they will be readily acquiesced in by those who, "without money and without price," avail themselves of the rich treasures which this institution affords.

We have mourned, during the year, the loss of the accomplished scholar and statesman, who, until his death, was the only President of the Board of Trustees. His valuable services in its behalf were not the least of the many blessings which his public and pri-

vate career conferred upon Boston, and which justified the unusual lamentation on his decease, and the grateful respect to his memory which will ever be cherished by its inhabitants.

#### WATER DEPARTMENT.

A constant supply of good water, sufficient for domestic and mechanical use, is of the greatest importance to a city. By watchfulness and economy in its consumption the citizens have had a sufficient supply of water during the past year, notwithstanding the great drought in our neighborhood. The Water Board have continued the employment of inspectors, and have thereby detected much of the waste and kept the consumption within reasonable limits. The water in the lake, early in July last, being only ten inches higher than in the preceding year,—which was the year of greatest scarcity,—the water used for ornamental purposes, upon the public squares and common, was restricted to a portion of two or three days in each week. These means of economizing the use of water has subjected the citizens to temporary inconvenience or disappointment, which, it is hoped, will be removed when the new reservoir is completed, and a more abundant supply of water is secured.

The total cost of the water works on the 30th of April last, by the Auditor's report, was \$ 6,553,845 73,

which amount is more than one half of the entire debt of the city. In order to conform more nearly to the requirements of the act of the Legislature granting leave to introduce water into the city, the City Council have, during the past year, made some changes in the water rates with a view to equalize the tax as well as increase the income.

The estimated cost of Chestnut Hill reservoir, according to the report of the Water Board, [ City Doc. 85, 1865, ] was \$ 901,364. It is to be located in Newton and Brighton, upon Beacon Street, near Chestnut Hill. The water area is estimated at 126 acres, and the total capacity at 730,000,000 gallons. The land required has nearly all been purchased, and preliminary measures are being taken to enable the Board to proceed vigorously with the work of construction in the spring.

The number of water takers is somewhat over 28,000; and the income for the current year will be about \$ 450,000. Were it not for the large amount of premium on gold, we should have reason to hope that before long the income would equal the expenses and interest.

A work of immense labor and responsibility is now in the hands of the Cochituate Water Board. I consider it a fortunate circumstance that, in the present condition of this great public concern, we have been

able to secure the valuable services of gentlemen so competent to discharge its duties.

#### EAST BOSTON FERRY.

The East Boston Ferry question is again before the government, by a special report from the Ferry Committee of last year, and by several petitions from influential citizens. That the people of this important section of the city have not been suitably accommodated in the past is a fact which cannot be doubted; that they are better accommodated now, is, I believe, generally acknowledged. The facilities required for their future wants, to correspond with that growth in business and population which may reasonably be expected, is of vital importance, not only to the island but to the whole city. Two independent ferries for a number of years divided the patronage, and failed to receive the support which would have enabled them to give satisfaction to the inhabitants. The People's Ferry slips belong to the city, and are now unoccupied. The question for you to determine is, whether those slips shall be granted to the company now running the only ferry, or to another new company. This must be determined, not by the excited feelings which the controversy has engendered, but by a calm consideration of the real interests of the people who are most concerned. The experience of the past may be some

guide, although the new relations, growing out of a larger number of inhabitants and additional business arrangements, may modify to some extent the decision. Without committing myself at this time to either alternative, but awaiting the light which may be gathered from the discussion and consideration of the subject, I would specially call to your attention this subject as one of the most important which requires your action.

#### BOSTON VOLUNTEERS.

The work of preparing a record of the officers, soldiers, and sailors furnished by this city for the war, in accordance with an Act of the Legislature, has made satisfactory progress during the year, under the supervision of Mr. George H. Child. It appears from the records made to this date, that the whole number of men whose names are borne upon the muster rolls from Boston, is 26,119.

A large claim has been made against the city, in connection with the furnishing of men for the navy, the legality or justice of which is not admitted. The claim has been put in suit, and will, in due time, be adjudicated by the Supreme Judicial Court; and while it remains in this condition any comments upon its merits would, perhaps, be ill-timed.

The payments of State aid to dependants of soldiers

and seamen credited to this city, have fallen off rapidly since April last, at which time recruiting for the volunteer service ceased. At the present time there are but two Massachusetts organizations in the service,—the 24th and 30th Regiments of Infantry. Payments still continue to be made to a few families of persons in the regular army and navy, and in some cases they will not cease for two or three years. The families of those who have died in the service, or were discharged for disability from wounds or other causes, are also entitled to aid under the present law for one year from the date of the decease or discharge, or until a pension is obtained from the United States. The whole amount disbursed last year was, in round numbers, \$190,000. The aggregate amount paid out since the office was opened, in 1861, is \$1,145,249 49. Of this amount the State has reimbursed \$905,789 87. The accounts for 1863-'64-'65 have not yet been settled by the State. A statement by the Paymaster is transmitted herewith.

The subject of continuing the payments of aid to the families of those who have been killed in the service, or have been discharged sick, wounded, or disabled, and also of making some provision for the soldiers and sailors themselves, who are more or less incapacitated for labor, and are, in consequence, in necessitous circumstances, has been under consideration,

during the past few months by a committee appointed under an order of the last Legislature; and it is expected that the Legislature which is to assemble in a few days will take early action upon the report which will be submitted to it. There seems to be but one opinion in regard to the propriety of making some provision for these cases beyond and distinct from the ordinary system of State and municipal charities. The only question is in regard to the manner of furnishing the aid, as any general system must involve a large outlay for some years to come. It is somewhat doubtful whether the payments of aid under the laws heretofore enacted have not, on the whole, done more harm than good. But whether it has been beneficial, or otherwise, as applied heretofore, the fact that it was paid when the soldiers and sailors were receiving large bounties and regular pay, would show the impossibility of attempting to stop it when they were discharged from the service, out of employment, and in many cases wholly or in part disabled from laborious work, without creating much distress. A considerable number of those who have been drawing aid for the last three or four years, but who have recently been stricken from the rolls, have been obliged to make application to the Overseers of the Poor, and the expenditures of that department are rapidly increasing on that account. Simple justice, and a due

regard for our own honor and dignity, demand that the Legislature should authorize cities and towns to make a special and uniform provision for those who have fallen into distress through their efforts in the service of the country.

A monument to the memory of the soldiers and sailors from this city, who fell during the war, will be erected this year on the lot dedicated to the army and navy, in Mount Hope Cemetery,—an appropriation for the purpose having been made by the last City Council.

#### THE HARBOR.

The field work of the surveys undertaken in our Harbor by the United States Commission is now completed, and the close of the present fiscal year will terminate their active services in our behalf. During the past year they have covered, by the most elaborate and critical hydrographic survey, the lower portion of our outer Harbor with its seaward approaches, also the upper reaches of the Mystic River, and the Mystic Lower Pond. They have also taken some final steps in successfully evolving, from the tangled skein of natural and artificial causes, the relations which subsist between the active and passive elements in the physics of our basins and channels. The result set forth in the various reports demonstrates, perhaps for the first time, that by

patient and minute inquiry the natural scheme of a harbor may be disclosed, and the amount of disturbance which this scheme has suffered by the heedlessness of a community accurately gauged.

In the tenth report of the United States Commission, which, I am informed, will be presented in February, the subject of harbor conservation is discussed in full, and the causes of decline exposed. Certain classes of artificial structures in our Harbor are shown to be productive of ill consequences, and simple remedies are proposed which shall gradually mend matters to a great extent without radical or oppressive requisitions.

The doctrine of "compensation," or the equivalent return of all tide-water displaced by future occupations, which has been insisted upon by this Commission, as the only guaranty for the preservation of our upper harbor, is fast gaining ground in the confidence of our community,—as fast, I believe, as the matter becomes thoroughly understood.

When the plottings of the surveys in different portions of the Harbor are formally turned over to us from the Commission, with their report thereon, I think it will be found advisable to reduce them to a convenient scale, and publish them.

The inclosure of South Boston flats by a sea wall has been recommended by the Commissioners, in several of their reports, as an improvement to the currents of the

Main Channel by the creation of a sufficient scour to prevent the further advance of these flats towards the anchorage-ground. They show that these flats, as they now lie exposed, have become an injury; and they represent that if their sale for occupation would yield enough to meet the cost of an outer quay, and compensation in kind for tide-water displaced, it would be wise so to dispose of them. This project has already received some attention from our Legislature, as the State is the principal owner of these flats, and I have no doubt it will finally be consummated. Several of our railroads are looking forward to reach tide-water for their Western freight on this southern shore of our Harbor; and it is an enterprise which should receive encouragement from all those who desire the commercial prosperity of our city.

The work for the protection of the headlands of our outer islands has made some progress under the late Col. J. D. Graham, United States Engineer. The means appropriated by Congress was quite limited, and the offer made to the Engineer Department by the City Government, to advance the funds for the more rapid prosecution of the work, to be done under their own officer, was not accepted by the Washington authorities. It is hoped that, at the present session of Congress, a sufficient sum will be granted to complete, during the next season, the works at Great Brewster,

and to repair the breaches in the walls at Deer Island. When these are finished there are other islands which will require protection to preserve the Harbor. If this is not speedily done by the National Government, it may be the duty of the State, or the city, to authorize an expenditure for the purpose.

The gentlemen who constitute the United States Commission have, from the outset, given us their services without pecuniary compensation, claiming that the opportunity afforded for investigation in a chosen science, with ample means furnished by an intelligent and appreciative community, offers the most grateful reward and secures an abiding interest. The Coast Survey, from time to time, has detailed one of its corps to assist this Commission, as a legitimate portion of his official duty, and a surveying schooner, and instruments for field work have been furnished every summer. The city, upon her own part, has borne the expenses of an engineer selected by the Commission, and the employment of draughtsmen, seamen, &c.

Important as these surveys and researches already appear, their present value sinks into insignificance compared to that which will attach to them in the future. With the exact condition of the Harbor to-day will be compared the changes of future years. No act of encroachment can be hereafter suffered by the Legislature without the knowledge that its injuri-

ous effects will be detected, and the responsibility be placed where it belongs.

Although, as I have stated, these honorable Commissioners are about to close their investigations and surveys, it will be a matter of great importance to us to secure, if possible, their future services as an advisory council to our Harbor Committee.

I cannot close my remarks on this subject without a single word in honor of the memory of Col. Graham, who died suddenly on Thursday evening last. He was generally acknowledged to be one of the most accomplished, as he was one of the oldest, officers in the Engineer Corps of the United States Army. Entrusted through his long career with many of the most important works in his department of the public service, the last portion of his official life was directed with an unusual zeal and energy in the efforts to preserve our Harbor. His relations to the City Government, during this time, have been very cordial. His plans for the next season's work have recently been matured in consultation with those who have this special subject under their care; and his decease is not only a public loss, but it affects materially our own local interests. A Virginian by birth, his burning and denunciatory words in condemning the authors of the late Rebellion will not be easily forgotten by those who had an opportunity to hear his eloquent speech on the subject,

and his memory will ever be cherished as a patriot and a true lover of his whole country.

#### POLICE.

This Department still retains its character for discipline and efficiency. The erection of buildings on former unoccupied territory, and the dispersion through the community, especially in our large cities, of a class of men who were the unworthy hangers-on of our patriotic army, induced the Government, for the public safety, to increase the Department some twenty-five men, thus making our total force, including officers and detectives, three hundred and seventy-five. A new uniform has been adopted, and by the purchase of cloth at wholesale its cost has been considerably reduced to the members, insuring at the same time a uniformity of color and quality. It is proposed to introduce schools for the instruction of the officers in the discharge of their peculiar duties.

I believe as a body our Department is not excelled by that of any other city. Its members are trustworthy and exemplary in their lives, while their public deportment, when called upon to act in seasons of alarm and danger, always meets the approval of our best citizens. It should ever be recollected that the police is but one of the agencies in securing public order, and preventing crime. Judges, courts, and juries must act in connection with it, and the laws should be so framed

that guilty parties may not escape the penalty of their acts.

#### DIVISION OF WARDS.

The inequality in the representation of the popular branch of the City Council has been happily remedied, during the year, by a new division of the city into wards, based upon the number of voters. This was a work requiring much industry and labor, severing some local ties which had long existed, but an act of necessity to insure an equal and just voice of the people in the administration of our municipal affairs. One of the felicities of the organization of the Common Council to-day is the fact that this is the first board chosen under the new division.

An interesting statement of the census in the different wards, the number of voters, and some industrial statistics of the business of Boston is appended to this address.

There are many other subjects of interest connected with the public service, or with the departments, which deserve special mention if the time allotted to this address would permit. Our system of public education, an essential element in the happiness and the well-being of the community, with its six hundred teachers, twenty-seven thousand pupils, and an annual expenditure of between five and six hundred thousand dollars, ought not to be omitted in this

general review of the year. The continued excellence of our Fire Department, the character of its apparatus, the promptness, efficiency, and discipline of its members, our public markets, whose utility has recently been so thoroughly discussed and established, the department of public lands, the common and public squares, bridges, licenses, cemeteries, street lamps, and other matters, afford themes for comment, and are subjects of municipal legislation and official care.

In bringing these remarks, gentlemen, to a close, allow me again to congratulate you on the auspicious circumstances under which you are to undertake the respective duties which have been delegated to you. We are apt to magnify the present, but it seems to me that our honored city was never more prosperous in condition, nor ever had better prospects opening before it.

Since the close of the war a new spirit has been given to commercial enterprise, and the energies and industry of our people have received an impetus never before experienced in our history. Steam navigation, and railroads, and all methods of public improvement for the development of our resources and the expansion of our business relations, find earnest advocates and a generous and liberal support. These objects we cannot directly aid by contributions from the city treasury, but we can encourage them in some degree

by our official influence, and by an enlightened and just policy toward those who are seeking, through private instrumentality, to accomplish the desired end. With this object in view I have deemed it my duty, during the past year, not only to welcome with becoming civic hospitality the distinguished officers who, on the field of battle, have sustained the National cause, and the representatives of foreign nations who have been on our shores, but other delegations and bodies of men, whose visits to our city would promote the interests of commerce and the mechanic arts. The tendencies of the great West to make Boston the ocean depot for its immense agricultural and mineral products should be fostered, and every conceivable means, compatible with our legitimate duties, should be used to bring about so desirable a result. Boston has many public-spirited men of all classes, warmly devoted to her various interests, and while we are their representatives no efforts should be spared to place her in the front rank among the cities of our land.

Assuming for the last time a position which for a period of years has so kindly been conferred upon me by my fellow-citizens, I cheerfully enter upon the duties still remaining, relying upon your aid and counsel, and pledging myself to heartily co-operate in every good work and measure which will advance the material prosperity, and the intellectual and moral well-being of our beloved city.

## **A P P E N D I X.**



## APPENDIX.

### REDUCTION OF THE CITY DEBT.

*In Common Council, Thursday, Dec. 28, 1865.*

The Joint Standing Committee on the Reduction of the City Debt, for the year 1865, respectfully report to the City Council that the following exhibit, made up from the books of the Treasurer and Auditor, shows the indebtedness of the city at the close of business, on the 23d instant:—

At the commencement of the present financial

year, May 1, 1865, we find that the consolidated *funded* debt on that day, as will be seen by the Auditor's Report, No. 53, page 212, was . . . . . \$11,371,942 57

Since that time loans have been negotiated on various orders of the City Council, to the amount of . . . . . 387,150 00

Making a total *funded* debt of . . . . . \$11,759,092 57

Deducting from this amount all the debts which have become due and paid this financial year, viz: . . . . . 72,716 66

We have left a *funded* debt, Dec. 23, 1865,  
of . . . . . \$11,686,375 91

*Amount carried forward,* \$11,686,375 91

<i>Amount brought forward,</i>	\$ 11,686,375 91
To which is to be added, for loans already authorized by the City Council, but not yet negotiated . . . . .	790,240 20
Making a total <i>funded</i> and <i>unfunded</i> debt, Dec. 23, 1865, of . . . . .	\$ 12,476,616 11
This debt is classified by the Auditor as follows:—	
City debt proper . . . . .	\$ 3,572,920 38
Water debt (net cost of works) . . . . .	6,889,845 73
War debt . . . . .	2,013,850 00
Total debt, Dec. 23, 1865 . . . . .	\$ 12,476,616 11
“ Dec. 24, 1864 . . . . .	11,618,232 77
Increase of debt in 1865 . . . . .	\$ 858,383 34
Which increase is accounted for as follows:	
City debt, proper, December 23, 1865 . . . . .	\$ 3,572,920 38
City debt, Dec. 24, 1864 . . . . .	3,331,182 94
Increase in 1865 . . . . .	\$ 241,737 44
Water debt, Dec. 23, 1865 \$ 6,889,845 73	
“ Dec. 24, 1864 6,302,199 83	\$ 587,645 90
War debt, Dec. 23, 1865 \$ 2,013,850 00	
“ Dec. 24, 1864 1,984,850 00	\$ 29,000 00
Increase in 1865 . . . . .	\$ 858,383 34

#### MEANS OF PAYING OFF THE DEBT.

The books of the Treasurer and Auditor show that the means of paying the debt of the city consist of the following

items, all of which are, by Ordinance, specially appropriated for that object, viz:—

Cash balance in the Treasury, May 1, 1865, to the credit of the Committee on the Reduction of the City Debt, as stated in the Auditor's Report, No. 53, page 185, being the Sinking Fund . . . . .	\$ 1,458,265 40
Cash received since that time, being payments made into the City Treasury on bonds and mortgages on public lands . . . . .	47,933 91
Cash received from sales of public lands not included in the above item . . . . .	2,698 85
Cash received from the annual city tax for 1865, being the amount appropriated by the City Council for this object . . . . .	350,000 00
	<hr/>
	\$ 1,858,898 16
<i>Deduct</i> — payments made on city debt since May 1, 1865 . . . . .	72,716 66
	<hr/>
	\$ 1,786,181 50
<i>Add</i> — bonds and mortgages on public lands now on hand in the City Treasury, all of which are considered good . . . . .	279,595 01
	<hr/>
Total means, Dec. 23, 1865 . . . . .	\$ 2,065,776 51
	<hr/>

The consolidated debt of the city, *funded* and *unfunded*, Dec. 23, 1865,

amounted to . . . . . \$ 12,476,616 11

Means on hand for paying the same, Dec. 23, 1865 2,065,776 51

Net debt, Dec. 23, 1865 . . . . .	\$ 10,410,839 60
<i>Amount carried forward,</i>	\$ 10,410,839 60

<i>Amount brought forward,</i>		\$ 10,410,839 60
The consolidated debt of the city, funded and unfunded, Dec. 24, 1864, was	\$ 11,618,232 77	
Means then on hand . . . . .	1,597,034 69	
		10,021,198 08
Net increase of the city debt in 1865 . . . . .		\$ 389,641 52
Increase of gross debt in 1865 . . . . .		\$ 858,383 34
Increase of means in 1865 . . . . .		468,741 82
Net increase of the city debt, of all descriptions, in 1865, as stated above . . . . .		\$ 389,641 52
Respectfully submitted,		
F. W. LINCOLN, JR.,		
WM. B. FOWLE,		<i>Mayor.</i>
CLEMENT WILLIS,		<i>President of the Common Council.</i>
Chairman of the Committee on Finance on the part of the Common Council.		

## STATEMENT

OF THE NUMBER OF OFFICERS, SOLDIERS, AND SEAMEN, FURNISHED  
BY THE CITY OF BOSTON FOR THE WAR.

ORGANIZATION.	Term.	Commissioned officers,	Non-Commi- ssioned Officers	Chaplains.	Surgeons.	Ast Surgeons.	Privates.	Totals.	REMARKS.
1st Regt. of Infantry..	3 yrs.	23	88	1	1	3	768	884	*
2d " "	" .....	29	14	..	2	3	206	254	
7th "	" .....	..	1	..	..	1	6	8	
9th "	" .....	23	60	1	1	1	620	706	
10th "	" .....	..	..	..	..	..	4	4	
11th "	" .....	27	52	1	..	1	496	577	
12th "	" .....	16	27	1	2	2	271	319	
13th "	" .....	17	43	1	..	1	402	464	
15th "	" .....	3	2	..	..	..	29	34	
16th "	" .....	1	4	..	..	..	115	120	
17th "	" .....	6	6	..	..	2	178	192	
18th "	" .....	11	4	..	..	2	91	108	
19th "	" .....	17	20	..	1	2	397	437	
20th "	" .....	38	38	..	2	2	855	935	
21st "	" .....	4	11	..	..	..	33	48	
22d "	" .....	19	41	..	1	..	299	360	
23d "	" .....	4	4	..	1	1	123	133	
24th "	" .....	25	45	1	2	3	354	430	
25th "	" .....	2	6	..	..	1	19	28	
26th "	" .....	6	4	..	..	..	122	132	
27th "	" .....	..	..	..	..	..	6	6	
28th "	" .....	23	45	..	1	..	554	623	
29th "	" .....	8	24	..	..	..	165	197	
30th "	" .....	18	23	..	..	..	258	299	
31st "	" .....	3	1	..	..	..	17	21	
<i>Amt. carried forward,</i>		..	323	563	6	14	25	6388	7319

STATEMENT. — *Continued.*

ORGANIZATION.	Term.	Commissioned officers,	Non-Commissioned officers,	Chaplains,	Surgeons,	Ast Surgeons,	Privates.	Totals.	REMARKS.
<i>Am'ts. brought forward,</i>	3 yrs.	323	563	6	14	25	6388	7319	
32d Regt. of Infantry.	"	10	12	..	1	1	170	194	
33d " " .....	"	16	19	1	1	1	105	143	
34th " " .....	"	2	..	..	..	..	5	7	
35th " " .....	"	6	8	..	1	1	82	98	
36th " " .....	"	..	..	..	..	..	2	2	
37th " " .....	"	..	..	..	1	1	1	3	
38th " " .....	"	8	12	..	..	..	51	71	
39th " " .....	"	2	7	..	1	..	46	56	
40th " " .....	"	4	6	..	..	1	17	28	
54th " " .....	"	..	..	..	..	..	35	35	
55th " " .....	"	7	3	..	..	..	44	54	
56th " " .....	"	4	4	..	..	..	279	287	
57th " " .....	"	..	1	..	..	..	4	5	
58th " " .....	"	..	..	..	..	..	22	22	
59th " " .....	"	1	..	..	..	..	93	94	
1st Regt. of Cavalry...	"	42	34	..	..	..	340	416	
2d " " .....	"	14	21	..	..	..	445	480	
3d " " .....	"	16	39	..	..	..	451	506	
4th " " .....	"	..	2	..	..	..	105	107	
5th " " .....	"	8	..	..	..	..	242	250	
1st Regt. Heavy Artil'y	"	8	2	..	1	1	174	186	
2d " " .....	"	17	4	..	1	1	274	297	
3d " " .....	"	20	14	..	1	..	377	412	Unattached Companies of 1864.
1st Bat'n Heavy Artil'y	"	6	5	..	..	..	212	223	
Heavy Artil'y for Forts	"	..	..	..	..	..	..	..	Unattached Cos. of 1864, merged in 3d H. Artil'y and 1st Batt'l'n. in 1865.
1st Battery .....	"	..	12	..	..	..	98	110	
2d " .....	"	2	11	..	..	..	114	127	
3d " .....	"	3	12	..	..	..	64	79	
4th " .....	"	2	2	..	..	..	60	64	
5th " .....	"	..	6	..	..	..	22	28	
<i>Am'ts. carried forward,</i>		521	799	7	22		10,322	11,703	

STATEMENT. — *Continued.*

ORGANIZATION.	Term.	Commissioned officers.	Non-Commissioned officers.	Chaplains.	Surgeons.	As't Surgeons.	Privates.	Totals.	REMARKS.
<i>Amnts. brought forward,</i>	3 yrs.	521	799	7	22	32	10,322	11,703	
6th Battery .....	"	3	5	..	..	..	31	39	
7th " .....	"	..	..	..	..	..	17	17	
9th " .....	"	2	8	..	..	..	29	39	
10th " .....	"	1	8	..	..	..	55	64	
11th " .....	"	3	9	..	..	..	40	52	
12th " .....	"	3	14	..	..	..	41	58	
13th " .....	"	2	8	..	..	..	69	79	
14th " .....	"	..	..	..	..	..	31	31	
15th " .....	"	2	..	..	..	..	39	41	
16th " .....	"	..	..	..	..	..	24	24	
4th Battalion Infantry	"	8	16	..	..	..	96	120	
12th New York Infantry	"	..	..	..	..	..	1	1	
40th " " .....	"	..	2	..	..	..	5	7	
47th " " .....	"	..	..	..	..	..	1	1	
70th " " .....	"	2	7	..	..	..	50	59	
74th " " .....	"	..	2	..	..	..	6	11	
90th " " .....	"	..	7	..	..	..	50	57	
3d R. I. Infantry.....	"	..	..	..	..	..	1	1	
3d R. L. Artillery .....	"	..	..	..	..	..	4	4	
6th New York Cavalry	"	..	3	..	..	..	12	15	
Band .....	"	..	..	..	..	..	6	6	3d Brig. 3d Div 6th A. Corps.
Band .....	"	..	..	..	..	..	16	16	Corps d'Afrique.
1st Co. S. Shooters .....	"	..	1	..	..	..	41	42	
Salem Mec. Light Inf'ry	p. tem.	..	..	..	..	..	4	4	
Salem Cadets .....	p. tem.	..	..	..	..	..	3	3	
3d Battalion Rifles.....	3 mos	5	4	..	..	..	28	37	
3d Regt. Infantry.....	"	1	2	..	..	..	25	28	
4th " " .....	"	..	..	..	..	..	6	6	
5th " " .....	"	5	5	..	..	..	74	84	
6th " " .....	"	5	11	..	..	..	56	72	
<i>Amnts. carried forward.</i>		563	911	7	22	32	11,186	12,721	

## STATEMENT.—Continued.

ORGANIZATION.	Term.	Commissioned officers.	Non-Commissioned officers.	Chaplain.	Surgeons.	A't Surgeons	Privates.	Totals.	REMARKS.
<i>Amnts. brought forward,</i>		563	911	7	22	32	11,186	12,721	
8th Regt. Infantry.....	3 mos	..	..	..	..	..	17	17	
8th Battery.....	"	5	..	..	1	1	73	80	
3d Regt. Infantry.....	9 mos.	..	..	..	..	..	2	2	
4th " " .....	"	..	..	..	..	1	2	3	
5th " " .....	"	2	..	..	..	..	8	10	
6th " " .....	"	1	1	..	..	..	2	4	
8th " " .....	"	1	1	..	..	..	49	51	
42d " " .....	"	7	17	..	..	..	129	153	
43d " " .....	"	8	25	1	..	..	184	218	
44th " " .....	"	21	11	..	1	..	307	340	
45th " " .....	"	20	30	1	1	1	196	249	
46th " " .....	"	..	..	..	..	..	7	7	
47th " " .....	"	9	34	1	..	1	217	262	
48th " " .....	"	6	5	..	..	..	119	130	
49th " " .....	"	2	..	..	1	..	..	3	
50th " " .....	"	..	1	..	..	..	11	12	
51st " " .....	"	..	..	..	..	..	1	1	
52d " " .....	"	1	..	..	..	..	..	1	
53d " " .....	"	1	..	..	..	..	12	13	
11th Battery .....	"	5	19	..	..	..	94	118	
8th " .....	6 mos	2	13	..	..	..	57	72	
62d Regt. Infantry.....	1 year	2	..	..	1	..	162	165	
1st Prov. Guard.....	3 yrs.	..	..	..	..	..	22	22	
Hancock Corps .....	"	..	..	..	..	..	23	23	
90 days Men, 1st, 2d, 4th, 7th, 9th, 12th, 13th,	{ 90 d'ys	4	..	..	..	..	204	208	
5th Regt. Infantry .....	{ 100 d'ys	6	1	..	..	..	116	133	
<i>Amnts. carried forward,</i>		666	1,079	10	27	36	13,200	15,018	

STATEMENT.—*Concluded.*

ORGANIZATION.	Terms.	Commissioned officers.	Non-Commissioned officers.	Chaplains.	Surgeons.	As't Surgeons.	Privates.	Totals.	REMARKS.
<i>Amnts. brought forward,</i>	100 days.	666	1079	10	27	36	13,200	15,018	
6th Regt. Infantry.....		7	5	..	..	..	152	164	
42d " "		8	18	..	..	..	193	219	
60th " " "	"	4	6	..	..	..	56	66	
Re-Enlistments .....	3' yrs.	..	..	..	..	..	760	760	
Veteran Reserve Corps,		..	..	..	..	..	948	948	
		685	1108	10	27	36	15 309	17,175	

## RECAPITULATION.—1865.

Commissioned Officers.....	685
Non-Commissioned Officers .....	1,108
Chaplains.....	10
Surgeons .....	27
Assistant Surgeons .....	36
Privates .....	15,309
	17,175
Seamen shipped during the war.....	8,424
Marines " " " .....	520
Total number of Soldiers and Seamen furnished by the City of Boston, as far as ascertained to this date,.....	26,119

## INDUSTRIAL STATISTICS.

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CITY OF BOSTON, August 31, 1865.

*Statistics of certain Branches of Industry, as they existed in the City of Boston, on the first day of May of the present year, agreeably to the directions of an Act approved April 24, 1865.*

The number of Cotton Mills in the city or town .....	1
The number of pounds of Cotton Batting manufactured.....	150,000
Value of the same.....	\$ 45,000
The amount of Capital invested.....	\$ 30,000
The number of Males employed .....	8
The number of Females .....	12
 The number of Establishments for printing Calico and Mousse-line de Laine .....	1
The number of yards of Calico printed in said establishments .....	100,000
Value of the same before printing .....	\$ 125,000
Value after printing.....	\$ 140,000
The amount of Capital invested in said establishments .....	\$ 5,000
The number of Males employed .....	14
Number of Females.....	4
 The number of Woollen Mills.....	1
Description and value of all other Woollen Goods manufactured	
Horse Blankets.....	\$ 10,000
The amount of Capital invested in said mills.....	\$ 3,000
Number of Males employed in the same .....	2
Number of Females .....	10
 The number of Establishments for the manufacture of American	
Worsted .....	4
Quantity and value of Stock used.....	\$ 66,000
Value of the same.....	\$ 112,000

Capital invested in the business.....	\$ 38,000
Number of Males employed.....	15
Number of Females .....	200
The number of Establishments for the manufacture of Worsted Goods, or goods of which worsted is a component part.....	9
Value of Stock used .....	\$ 2,300
Value of all other goods manufactured .....	\$ 4,500
Amount of Capital invested in said Establishments.....	\$ 2,000
Number of Females .....	10
The number of Manufactories of Linen Collars and Cuffs for Ladies.....	10
Value of Stock used .....	\$ 22,000
Value of the same.....	\$ 47,000
Amount of Capital invested in the business .....	\$ 24,000
Number of Females .....	63
The number of Manufactories of Head-nets and Head-dresses...	5
Quantity and value of Stock used .....	\$ 35,400
Number and description of Nets and Head-dresses manufactured Dozen .....	118,250
Value of the same.....	\$ 54,000
Amount of Capital invested in the business.....	\$ 22,500
Number of Males employed .....	15
Number of Females.....	98
The number of Manufactories of Feathers and Artificial Flowers	1
Value of Stock used.....	\$ 1,000
Value of the same.....	\$ 3,000
Capital invested in the business.....	\$ 1,000
Number of Females.....	18
The number of Manufactories of Worsted Dress Braids, of Worsted Embroidery Braids, and of Elastic Cords and Webs	4
Description and value of Stock used, Worsted Yarn .....	\$ 74,500
Quantity and description of all articles manufactured, Articles for ladies' wear .....	32,000
Value of the same.....	\$ 119,000
Amount of Capital invested in the business .....	\$ 51,000
Number of Males employed.....	10
Number of Females.....	90
The Number of Manufactories of Bonnet Ribbons .....	2
Value of Stock used.....	\$ 330,000
Quantity and value of Bonnet Ribbons manufactured.....	\$ 550,000
Amount of Capital invested .....	\$ 22,000

Number of Males employed .....	85
Number of Females.....	130
 The Number of Establishments for the manufacture of Dress Trimmings, including gimps, cords, buttons, fringes, and tassels .....	5
Value of Stock used.....	\$ 20,100
Description and value of articles manufactured, Dress Trim- mings .....	\$ 49,000
Amount of Capital invested in the business .....	\$ 20,000
Number of Males employed.....	8
Number of Females.....	71
 The number of Rolling, Slitting, and Nail Mills.....	2
Value of Stock used.....	\$ 1,850,000
Tons of Iron manufactured and not made into nails.....	22,400
Value of Iron thus manufactured.....	\$ 2,500,000
Amount of Capital invested in Rolling, Slitting, and Nail Mills..	\$ 600,000
Number of Hands employed.....	650
 The number of Forges.....	3
Value of Stock used.....	\$ 90,000
Number of tons of Bar Iron, Anchors, Chain Cables, and other articles of wrought iron manufactured, about.....	1,050
Value of said Bar Iron, Chain Cables, Anchors, and other arti- cles .....	\$ 168,000
Amount of Capital invested in said business .....	\$ 23,000
Number of Hands employed .....	80
 The number of Furnaces for the manufacture of Hollow Ware and Castings, other than pig iron .....	4
Value of Stock used.....	\$ 466,500
Number of tons of Hollow Ware and other Castings manufactured	6,159
Value of the same.....	\$ 763,000
Amount of Capital invested in said business.....	\$ 185,000
Number of Hands employed.....	311
 The number of Establishments for the manufacture of Cotton, Woollen, and other Machinery.....	38
Gross value of Stock used.....	\$ 843,562
Value of Machinery manufactured.....	\$ 1,503,784
Amount of Capital invested in said business .....	\$ 485,700
Number of Hands employed.....	721

The number of Establishments for the manufacture of Locomotives, Steam-engines, and Boilers.....	13
Value of Stock used.....	\$ 2,271,000
Number of Locomotives, Steam-engines, and Boilers built,— Locomotives — 37, Steam-engines — 241, Boilers — 371....	649
Value of the same.....	\$ 3,414,000
Amount of Capital invested in said business.....	\$ 719,000
Number of Hands employed.....	1,468
The number of Establishments for the manufacture of Axes, Hatchets, and other edge tools.....	2
Value of Stock used .....	\$ 3,500
Value of the same.....	\$ 7,000
Amount of Capital invested in the business .....	\$ 4,000
Number of Hands employed .....	6
The number of Establishments for the manufacture of Files .....	3
Value of Stock used.....	\$ 13,350
Number of dozens of Files manufactured .....	10,650
Value of the same .....	\$ 28,970
Amount of Capital invested in the business.....	\$ 17,000
Number of Hands employed.....	29
Gross value of Mechanics' Tools manufactured and not elsewhere enumerated .....	\$ 434,875
Value of Stock used in the manufacture of the same.....	\$ 267,500
Amount of Capital invested in the business .....	\$ 148,500
Number of Hands employed.....	196
The number of Establishments for the manufacture of Cutlery..	1
Value of Stock used .....	\$ 2,500
Value of the same.....	\$ 5,000
Amount of Capital invested in the business.....	\$ 2,000
Number of Hands employed .....	2
The number of Lock Manufactories.....	1
Value of Stock used.....	\$ 300
Number of Locks manufactured, dozen .....	270
Value of the same.....	\$ 1,200
Amount of Capital invested in the business .....	\$ 250
Number of Hands employed.....	1
Manufacture of Metallic Gas Pipes, Water Pipes, and Steam Pipes .....	2
Value of Stock used.....	\$ 350,000

Number of feet of Pipe of the various kinds manufactured.....	1,575,000
Value of the same.....	\$ 650,000
Amount of Capital invested in the business .....	\$ 225,000
Number of Hands employed.....	190
 The number of Shops for the manufacture of Iron Railing, Iron Fences, and Iron Safes.....	9
Value of Stock used.....	\$ 47,550
Value of Iron Railing, Iron Fences, and Iron Safes manufactured	\$ 129,500
Amount of Capital invested in the business .....	\$ 62,800
Number of Hands employed.....	81
 The number of Copper Manufactories.....	10
Value of the same .....	\$ 332,835
Amount of Capital invested in the business .....	\$ 101,000
Number of Hands employed.....	100
 The number of Brass Foundries .....	12
Value of Stock used.....	\$ 452,250
Value of the same.....	\$ 599,300
Amount of Capital invested in the business.....	\$ 156,400
Number of Hands employed .....	153
 The number of Manufactories of Gas, Oil, and Kerosene Fixtures, and Lamps .....	4
Value of Stock used .....	\$ 158,215
Value of the same .....	\$ 288,140
Amount of Capital invested .....	\$ 75,000
Number of Hands employed.....	180
 The number of Establishments for the manufacture of Britannia Ware.....	2
Value of Stock used.....	\$ 11,000
Value of the same.....	\$ 32,000
Amount of Capital invested in the business.....	\$ 10,500
Number of Hands employed.....	14
 The number of Manufactories of Corsets of all kinds.....	4
Value of Stock used.....	\$ 100,675
Number of Corsets manufactured, dozen.....	13,450
Value of the same.....	\$ 199,600
Capital invested in the business.....	\$ 23,000
Number of Males employed.....	9
Number of Females.....	184

The number of Establishments for the manufacture of Hoop Skirts .....	5
Value of Stock used.....	\$ 148,963
Number of Hoop Skirts manufactured, dozen .....	23,228
Value of the same.....	\$ 257,768
Amount of Capital invested in the business .....	\$ 27 150
Number of Males employed .....	14
Number of Females.....	159
 The number of Glass Manufactories.....	9
Value of Stock used .....	\$ 248,309
Value of the same .....	\$ 911,600
Amount of Capital invested in the business .....	\$ 232,000
Number of Hands employed .....	332
 The number of Establishments for the manufacture of Chemical preparations.....	2
Value of Stock used.....	\$ 101,200
Value of Chemical preparations manufactured .....	\$ 122,000
Amount of Capital invested in the business.....	\$ 52,500
Number of Hands employed.....	19
 The number of Paper Manufactures.....	1
Value of the same .....	\$ 15,000
Amount of Capital invested in the business.....	\$ 3,000
Number of Males employed .....	7
Number of Females.....	1
 The number of Manufactories of Paper Collars for ladies and gentlemen .....	4
Value of Stock used.....	\$ 101,297
Number and description of Collars manufactured.....	11,197,660
Value of the same.....	\$ 178,035
Capital invested in the business.....	\$ 315,500
Number of Males employed .....	13
Number of Females .....	84
 The number of Manufactories of Organs, Melodeons, and Harmoniums.....	4
Value of Stock used.....	\$ 176,000
Number of Instruments of the several kinds manufactured—	
909 Organs — 2,560 Melodeons — 8 Harmoniums.....	3,409
Value of the same.....	\$ 358,000
Amount of Capital invested in the business .....	\$ 231,000
Number of Hands employed.....	205

The number of Piano-forte Manufactories .....	17
Value of Stock used.....	\$ 660,250
Number of Piano-fortes manufactured.....	5,151
Value of the same .....	\$ 1,514,974
Amount of Capital invested .....	\$ 591,000
Number of Establishments for the manufacture of detached parts of Piano-fortes .....	5
Value of detached parts of Piano-fortes manufactured.....	\$ 81,700
Value of Stock used.....	\$ 43,200
Amount of Capital invested in the business.....	\$ 21,100
The number of all other Musical Instrument Manufactories .....	8
Value of Stock used.....	\$ 27,740
Description and number of Musical Instruments manufactured, Band Instruments, Guitars, &c.....	949
Value of the same.....	\$ 76,310
Amount of Capital invested in the business.....	\$ 54,400
Number of Hands employed in the manufacture of Musical In- struments .....	566
Number of Printing and Newspaper Establishments.....	89
Value of Stock used.....	\$ 1,270,059
Number of Newspapers and Periodicals printed.....	103
Gross value of said Newspapers and Periodicals.....	\$ 2,779,763
Amount of Capital invested in the business.....	\$ 634,900
Number of Books printed .....	4,500,000
Value of the Printing done on the same .....	\$ 445,000
Value of all other Printing done.....	\$ 990,000
Amount of Capital invested in printing.....	\$ 674,450
Number of Males employed .....	916
Number of Females.....	521
The number of Bookbinderies .....	30
Value of Stock used.....	\$ 223,890
Value of Bookbinding done .....	\$ 497,556
Amount of Capital invested in the business.....	\$ 179,900
Number of Males employed .....	182
Number of Females.....	216
The number of Book-publishing Establishments.....	38
The number of Books published.....	4,939,000
Value of the same, exclusive of the cost of printing and binding.	\$ 1,847,315
Amount of Capital invested.....	\$ 1,413,150
Number of Males employed.....	388
Number of Females.....	137

The number of Type and Stereotype Foundries.....	7
Value of Stock used.....	\$ 64,200
Value of Types, Electrotypes, and Stereotype Plates manufactured .....	\$ 199,000
Amount of Capital invested in the business.....	\$ 102,500
Number of Males employed.....	85
Number of Females.....	75
 The number of Sewing-machine Manufactories.....	3
Value of Stock used.....	\$ 218,000
Number of Sewing-machines manufactured .....	26,496
Value of the same.....	\$ 769,428
Amount of Capital invested in the business.....	\$ 230,000
Number of Hands employed.....	245
 The number of Daguerrean and Photographic Establishments...	69
Value of Stock used.....	\$ 115,085
Number of Daguerreotypes and Photographs taken.....	3,488,020
Value of the same.....	\$ 282,515
Amount of Capital invested in the business.....	\$ 118,000
Number of Males employed .....	148
Number of Females.....	120
 The number of Manufactories of Looking-glasses and Picture-frames.....	22
Value of Stock used.....	\$ 82,749
Number of Articles manufactured.....	202,016
Value of the same.....	\$ 219,791
Amount of Capital invested in the business.....	\$ 93,300
Number of Hands employed.....	168
 The number of Establishments for the manufacture of Chronometers, Watches, Gold and Silver Ware, and Jewelry.....	29
Value of Stock used.....	\$ 275,483
Value of the same.....	\$ 609,933
Amount of Capital invested in the business .....	\$ 205,200
Number of Males employed.....	245
Number of Females .....	54
 The number of Manufactories of Mattresses of all kinds and materials .....	8
Value of Stock used.....	\$ 227,670
Number of Mattresses of each kind made — Hair, 2,300 — Palm-leaf, 4,500 — Excelsior, 3,020 — Husk, 3,500 .....	14,320
Value of the same .....	\$ 226,601

Amount of Capital invested in the business .....	\$ 89,750
Number of Males employed.....	47
Number of Females.....	95
The number of Brush Manufactories.....	3
Value of Stock used.....	\$ 97,000
Number of Brushes manufactured.....	392,000
Value of the same.....	\$ 210,000
Amount of Capital invested in the business.....	\$ 115,000
Number of Hands employed.....	130
The number of Establishments for the manufacture of Saddles, Harnesses, and Trunks.....	37
Number of each manufactured — Saddles, 125 — Harnesses, 2,391 — Trunks, 15,124.....	17,640
Value of the same .....	\$ 431,465
Value of Stock used.....	\$ 242,595
Amount of Capital invested in the business .....	\$ 152,600
Number of Hands employed .....	220
The number of Establishments for the manufacture of Military Goods and Equipments .....	2
Value of Stock used.....	\$ 2,700
Value of the same.....	\$ 6,000
Amount of Capital invested in the business .....	\$ 2,000
Number of Males employed.....	2
Number of Females.....	8
The number of Upholstery Manufactories.....	178
Value of Stock used.....	\$ 99,645
Value of Upholstery manufactured .....	\$ 237,350
Amount of Capital invested in the business.....	\$ 128,000
Number of Males employed .....	8
Number of Females.....	38
The number of Hat and Cap Manufactories.....	31
Value of Stock used.....	\$ 307,250
Number of Hats and Caps manufactured — Hats, 92,600 — Caps, 21,900 .....	324,724
Value of the same .....	\$ 525,120
Amount of Capital invested in the business.....	\$ 281,452
Number of Males employed.....	105
Number of Females.....	032

The number of Establishments for the manufacture of Fur Goods, including Leather Gloves and Mittens.....	16
Value of Stock used.....	\$ 331,700
Value of the same.....	\$ 548,835
Amount of Capital invested in the business.....	\$ 317,500
Number of Males employed.....	56
Number of Females.....	136
 The number of Cordage Manufactories.....	2
Value of Stock used.....	\$ 1,575
Value of the same.....	\$ 3,400
Amount of Capital invested in the business.....	150
Number of Hands employed .....	5
 The number of Ship Yards.....	12
Value of Materials used .....	\$ 2,124,000
Number of Vessels launched .....	25
Amount of Tonnage of said vessels.....	16,843
Value of the same, exclusive of spars, rigging, and sails.....	\$ 3,265,000
Amount of Capital invested in the business.....	\$ 523,000
Number of Hands employed .....	815
 The number of Establishments for the manufacture of Boats....	4
Value of Materials used .....	\$ 6,900
Number of Boats built.....	129
Value of the same.....	\$ 18,400
Amount of Capital invested in the business .....	\$ 3,700
Number of Hands employed.....	15
 The Number of Mast and Spar Yards or Sheds.....	8
Value of Materials used .....	\$ 143,000
Number of Masts and Spars manufactured.....	4,930
Value of the same.....	\$ 857,600
Amount of Capital invested in the business .....	\$ 77,000
Number of Hands employed.....	111
 The number of Sail Lofts .....	36
Number of Sails made of American fabric during the year.....	9,799
Value of the fabric.....	\$ 301,150
Value of the sails .....	\$ 510,750
Number of Sails made of foreign fabrie.....	1,575
Value of the fabric.....	\$ 268,320
Value of the sails .....	\$ 303,757
Amount of Capital invested in the business.....	\$ 122,650
Number of Hands employed.....	147

The number of Establishments for the manufacture of Salt.....	1
Number of bushels of Salt manufactured.....	3,000
Value of the same.....	\$ 6,000
Amount of Capital invested in the business .....	\$ 1,000
Number of Hands employed.....	8
 The number of Establishments for the manufacture of Railroad Cars, Coaches, Chaises, Wagons, Sleighs, and other vehicles	28
Number of each manufactured — Cars, 10 — Carriages, 337 — Wagons, 83 — Sleighs, 35.....	465
Value of the same.....	\$ 318,785
Value of Stock used.....	\$ 119,855
Amount of Capital invested in the business.....	\$ 132,700
Number of Hands employed.....	275
 The number of Sugar Refineries.....	2
Value of Stock used.....	\$ 3,200,000
Pounds of Sugar refined .....	35,000,000
Value of the same.....	\$ 4,100,000
Amount of Capital invested in the business .....	\$ 850,000
Number of Hands employed.....	225
 The number of Establishments for the manufacture of Confec- tionery.....	23
Value of Stock used.....	\$ 288,754
Pounds of Confectionery made .....	670,533
Value of the same.....	\$ 494,728
Amount of Capital invested in the business .....	\$ 76,000
Number of Males employed.....	105
Number of Females.....	90
 The number of Establishments for the manufacture of Umbrellas and Parasols .....	4
Number of each manufactured — Umbrellas, 30,500 — Parasols, 26,00 .....	56,500
Value of the same.....	\$ 117,000
Value of Stock used.....	\$ 67,000
Amount of Capital invested in the business .....	\$ 47,000
Number of Males employed.....	17
Number of Females.....	65
 The number of Establishments for the manufacture of Port Monnaies, Pocket Books, and Wallets.....	1
Number of dozens of each manufactured, of all.....	570
Value of the same.....	\$ 7,506

Value of Stock used.....	\$ 5,000
Amount of Capital invested in the business .....	\$ 2,000
Number of Males employed .....	5
Number of Females .....	2
The number of Manufactories of Photograph Albums .....	4
Value of Stock used.....	\$ 26,860
Number of Albums made .....	41,778
Value of the same.....	\$ 60,327
Amount of Capital invested in the business.....	\$ 15,500
Number of Males employed.....	27
Number of Females .....	27
The number of Manufactories of Ink, Envelopes, and other articles of Stationery .....	2
Value of Stock used.....	\$ 6,900
Value of the several articles manufactured, Ink .....	\$ 19,400
Amount of Capital employed .....	\$ 11,000
Number of Males employed.....	6
Number of Females.....	8
The number of Establishments for the manufacture of Clothing.....	232
Value of Stock used.....	\$ 9,604,365
Value of Clothing manufactured .....	\$ 15,186,833
Amount of Capital invested in the business .....	\$ 3,865,350
Number of Males employed.....	1,479
Number of Females.....	19,205
The number of Coffee Mills.....	9
Value of Stock used.....	\$ 485,925
Pounds of Coffee manufactured .....	2,503,678
Value of the same.....	\$ 606,850
Amount of Capital invested in the business .....	\$ 70,250
Number of Hands employed.....	62
The number of Establishments for the manufacture of articles from Marble and other kinds of stone .....	29
Value of Stock used.....	\$ 262,451
Value of the same.....	\$ 584,800
Capital invested in the business .....	\$ 254,050
Number of Hands employed .....	450
The number of Establishments for the manufacture of Sperm and Tallow Candles.....	1
Value of Stock used.....	\$ 5,000

Pounds of Sperm Candles made.....	25,000
Value of the same.....	\$ 7,500
Amount of Capital invested in the business .....	\$ 5,000
Number of Hands employed .....	1
The number of Establishments for the manufacture of Soap .....	5
Value of Stock used.....	\$ 26,000
Barrels of Soft Soap manufactured.....	3,990
Value of the same.....	\$ 4,965
Pounds of Hard Soap manufactured.....	239,000
Value of the same.....	\$ 28,900
Value of all other Soaps manufactured .....	\$ 20,000
Amount of Capital invested in the business .....	\$ 19,500
Number of Hands employed.....	33
The number of Establishments for the manufacture of Sperm, Whale, Lard, or Linseed Oil.....	2
Gross value of Stock consumed .....	\$ 630,000
Gallons of Lard Oil manufactured.....	249,896
Value of the same.....	\$ 600,000
Gallons of Linseed Oil manufactured.....	31,500
Value of the same.....	\$ 75,000
Amount of Capital invested in the business .....	\$ 145,000
Number of Hands employed .....	15
The number of Establishments for the manufacture of Kerosene or refined Petroleum.....	4
Quantity of Crude Petroleum used, barrels.....	49,125
Value of the same.....	\$ 752,083
Quantity of Coal used, tons .....	3,091
Value of the same.....	\$ 56,897
Number of Barrels or other Casks used .....	54,350
Value of the same.....	\$ 90,375
Number of Gallons of Kerosene or refined Petroleum manufac- tured .....	1,734,000
Value of the same.....	\$ 1,267,120
Number of Gallons of Lubricating Oil.....	189,000
Value of the same.....	\$ 138,200
Number of Gallons of Naphtha .....	248,234
Value of the same.....	\$ 89,806
Number of pounds of Paraffine.....	181,585
Value of the same.....	\$ 46,839
Amount of Capital invested in the business .....	\$ 310,000
Number of Hands employed .....	125

The number of Master Builders.....	32
Number of buildings erected .....	84
Value of the same.....	\$ 1,556,950
Value of the Materials used .....	\$ 956,525
Number of Hands employed.....	444
 The number of Blacksmith Shops.....	75
Value of Stock used.....	\$ 144,640
Value of Work done and not included in the returns of other es- tablishments .....	\$ 422,391
Amount of Capital invested in the business .....	\$ 88,750
Number of Hands employed.....	269
 The number of Establishments for the manufacture of Arms....	3
Value of Stock used.....	\$ 302,300
Description and number of Cannon manufactured, Government Cannon .....	297
Value of the same.....	\$ 419,000
Description and number or quantity of Shot and Shells manu- factured, Tons of Shell .....	1,500
Value of the same.....	\$ 180,000
Description and number of Small Arms manufactured, Guns and Pistols.....	45,225
Value of the same.....	\$ 1,355,600
Amount of Capital invested in the business .....	\$ 526,750
Number of Males employed.....	455
 The number of Manufactories of Chairs and Settees.....	6
Value of Stock used.....	\$ 47,000
Number of Chairs and Settees made .....	72,200
Value of the same.....	\$ 110,500
Amount of Capital invested in the business .....	\$ 35,000
Number of Males employed .....	67
Number of Females .....	35
 The number of Cabinet Manufactories .....	49
Value of stock used.....	\$ 527,885
Value of Chairs and Cabinet Ware manufactured.....	\$ 1,187,890
Amount of Capital invested in said business .....	\$ 417,900
Number of hands employed .....	818
 The number of Tin Ware Manufactories .....	51
Value of Stock used .....	\$ 273,750
Value of Tin Ware manufactured.....	\$ 599,950

Amount of Capital invested in the business.....	\$ 170,350
Number of Hands employed.....	257
The number of Comb Manufactories.....	1
Value of Stock used .....	\$ 816
Value of the same.....	\$ 1,925
Amount of Capital invested in the business .....	\$ 1,500
Number of Males employed.....	1
Number of Females.....	1
The number of Establishments for the manufacture of White Lead and other Paints.....	1
Value of Stock used .....	\$ 225,000
Pounds of White Lead manufactured .....	1,500,000
Value of the same.....	\$ 150,000
Description and quantity of all other Paints manufactured (lbs.)	1,100,000
Value of the same.....	\$ 150,000
Amount of Capital invested in the business .....	\$ 40,000
Number of Hands employed .....	40
The number of Establishments for the manufacture of Drugs, Medicines, and Dye Stuffs.....	46
Value of Stock used.....	\$ 305,265
Value of Drugs, Medicines, and Dye Stuffs manufactured.....	\$ 533,300
Amount of Capital invested in the business.....	\$ 137,300
Number of Males employed.....	91
Number of Females.....	80
The number of Establishments for the manufacture of Varnish..	2
Value of Stock used.....	\$ 68,000
Number of gallons of Varnish manufactured .....	27,750
Amount of Capital invested in the business.....	\$ 25,000
Number of Hands employed.....	6
The number of Glue Manufactories, and Manufactories for the preparation of Gums .....	1
Value of Stock used .....	\$ 800
Value of Glue and Gums manufactured .....	\$ 1,500
Amount of Capital invested in the business.....	\$ 200
Number of Hands employed.....	1
The number of Currying Establishments .....	21
Value of Stock uscd.....	\$ 671,850
Number of Hides curried .....	215,950
Value of Leather tanned and curried.....	\$ 768,724

Amount of Capital invested in the business.....	\$ 125,200
Number of Hands employed.....	177
 The number of Manufactories of Belting of all kinds .....	4
Value of Stock used.....	\$ 177,000
Quantity manufactured.....	354,000 ft.
Value of the same .....	\$ 222,000
Capital invested in the business .....	\$ 82,000
Number of Hands employed .....	16
 The number of pairs of Boots of all kinds manufactured.....	96,816
Number of pairs of Shoes of all kinds manufactured .....	446,747
Gross value of Stock used in the manufacture of Boots and Shoes	\$ 425,012
Value of Boots and Shoes manufactured .....	\$ 793,498
Amount of Capital invested in the business .....	\$ 212,372
Number of Males employed.....	527
Number of Females.....	151
 The number of Establishments for the manufacture of Straw Bonnets and Hats.....	2
Value of Stock used.....	\$ 45,200
Number of Straw Bonnets manufactured .....	33,250
Value of the same .....	\$ 36,464
Number of Straw Hats manufactured .....	90,000
Value of the same .....	\$ 90,000
Amount of Capital employed in the manufacture of Straw Bon- nets and Hats .....	\$ 32,000
Number of Males .....	4
Number of Females.....	24
 The number of Brick Yards .....	1
The number of Bricks manufactured (Fire Bricks) .....	1,042,000
Value of the same .....	\$ 53,116
Amount of Capital invested in the business.....	\$ 100,000
Number of Hands employed .....	35
 The number of Establishments for the manufacture of Philosoph- ical, Nautical, Astronomical, and Mathematical Instruments	10
Description and number of Instruments manufactured Telegraph- ic, Philosophical, &c., about .....	2,950
Value of the same .....	\$ 126,800
Value of Stock used .....	\$ 34,950
Amount of Capital invested in the business.....	\$ 79,200
Number of Hands employed.....	70

The value of Snuff, Tobacco, and Cigars manufactured .....	\$ 327,070
Value of the Stock used .....	\$ 207,836
Amount of Capital invested in the business.....	\$ 126,575
Number of Males employed.....	148
Number of Females.....	57
 The number of Establishments for the manufacture of Blacking	3
Value of Stock used .....	\$ 34,125
Gross value of Blacking manufactured .....	\$ 60,878
Amount of Capital invested in the business .....	\$ 30,100
Number of Hands employed.....	19
 The number of Establishments for the manufacture of Blocks and Pumps.....	8
Value of Stock used.....	\$ 27,000
Value of Blocks and Pumps manufactured .....	\$ 82,000
Amount of Capital invested in the business.....	\$ 29,500
Number of Hands employed .....	31
 The number of Establishments for the manufacture of Gold and Steel Pens, and Gold and Silver Pencil Cases.....	2
Value of Stock used.....	\$ 7,300
Number of Gold Pens manufactured .....	2,228
Value of the same.....	\$ 15,000
Amount of Capital invested in the business .....	\$ 1,300
Number of Males employed .....	4
 The number of Manufactories of Gold Leaf.....	5
Value of Stock used.....	\$ 62,300
Quantity manufactured.....	4,582 packs.
Value of the same.....	\$ 102,800
Capital invested .....	\$ 28,800
Number of Males employed.....	50
Number of Females .....	11
 The number of Last and Shoe-peg Manufactories .....	1
Value of Stock used.....	\$ 3,000
Number of Lasts manufactured.....	72,000
Value of the same.....	\$ 18,000
Amount of Capital invested in the business.....	\$ 5,000
Number of Hands employed.....	18
 The number of Manufactories of Wire Safes, Sieves, Dish-cov- ers, and other articles made wholly or in part of Wire.....	4
Value of Stock used.....	\$ 15,100

Number or quantity of the different articles manufactured—Bird Cages, Sieves, and Wire Cloth .....	
Value of the same.....	\$ 45,000
Capital invested in the business .....	\$ 7,000
Number of Males employed.....	23
 The number of Establishments for the manufacture of Casks.....	7
Value of Stock used.....	\$ 79,300
Number of Casks manufactured.....	22,800
Value of the same .....	\$ 117,500
Amount of Capital invested in the business.....	\$ 22,000
Number of Hands employed.....	43
 The number of Establishments for the Manufacture of Stone and Earthen Ware.....	1
Value of Stock used .....	\$ 8,000
Value of Stone and Earthen Ware manufactured.....	\$ 15,000
Amount of Capital invested in the business.....	\$ 5,000
Number of Hands employed .....	25
 The number of Manufactories of Coffins and Burial Cases of all kinds .....	8
Value of Stock used.....	\$ 33,305
Number of Coffins made.....	3,845
Value of the same.....	\$ 56,700
Capital invested in the business.....	\$ 35,400
Number of Hands employed.....	31
 The number of Planing Mills and Establishments for the manufacture of Sashes, Doors, and Blinds.....	6
Value of Stock used.....	\$ 23,750
Value of Sashes, Doors, and Blinds manufactured.....	\$ 50,000
Value of all other work done.....	\$ 21,000
Amount of Capital invested in the business.....	\$ 13,800
Number of Hands employed.....	39
 The number of Establishments for the manufacture of Boxes .....	15
Value of Stock used.....	\$ 90,575
Value of Wooden Boxes made.....	\$ 26,100
Value of Paper Boxes made.....	\$ 170,000
Amount of Capital invested in the business.....	\$ 42,350
Number of Males employed .....	54
Number of Females .....	205
 The number of Establishments for the manufacture of Friction Matches .....	1

Value of Stock used.....	\$ 60,000
Gross of Matches manufactured.....	250,000
Value of the same.....	\$ 100,000
Amount of Capital invested in the business .....	\$ 30,000
Number of Males employed .....	10
Number of Females .....	60
 The number of Establishments for the manufacture of India Rubber Goods .....	1
Value of Stock used .....	\$ 10,006
Value of the same.....	\$ 20,000
Amount of Capital invested in the business .....	\$ 10,000
Number of Males employed.....	
Number of Females.....	25
 The number of Establishments for the manufacture of Gas .....	3
Value of Stock used.....	\$ 626,000
Value of Gas manufactured .....	\$ 1,042,695
Amount of Capital invested in the business .....	\$ 1,498,625
Number of Hands employed .....	366
The Number of Establishments for the manufacture of Pickles and Preserves .....	
Value of Stock used.....	\$ 173,000
Value of Pickles and Preserves manufactured.....	\$ 365,000
Amount of Capital invested in the business .....	\$ 185,000
Number of Hands employed .....	144
 The number of Bakeries.....	54
Value of Stock used.....	\$ 487,067
Value of Bread manufactured .....	\$ 735,930
Amount of Capital invested in the business .....	\$ 82,550
Number of Hands employed .....	194
 The number of Distilleries.....	4
Value of Stock used.....	\$ 205,500
Number of barrels of Alcohol distilled.....	6,730
Value of the same.....	\$ 112,000
Number of barrels of all other Liquors distilled.....	20,000
Value of the same.....	\$ 235,000
Amount of Capital invested in the business .....	\$ 160,000
Number of Hands employed.....	36
 The number of Breweries.....	6
Value of Stock used.....	\$ 398,000

Number of barrels of Beer manufactured .....	116,500
Value of the same.....	\$ 734,825
Amount of Capital invested in the business .....	\$ 315,000
Number of Hands employed .....	136
Number of Establishments for the manufacture of articles not elsewhere enumerated*.....	280
Value of the same.....	\$ 5,142,726
Value of Stock used.....	\$ 2,312,649
Amount of Capital invested .....	\$ 1,432,649
Number of Males employed.....	1,145
Number of Females.....	1,031
The number of Vessels employed in the Whale Fishery.....	3
Amount of Tonnage of such vessels.....	434
Number of gallons of Sperm Oil imported .....	22,700
Value of Sperm Oil imported .....	\$ 55,200
Number of gallons of Whale Oil imported .....	9,600
Value of the same .....	\$ 13,400
Number of pounds of Whalebone imported .....	2,000
Value of the same.....	50
Amount of Capital invested in the Whale Fishery .....	\$ 81,000
Number of Hands employed.....	68
The number of Vessels employed in the Mackerel and Cod Fish- eries.....	48
Tonnage of Vessels so employed .....	2,179
Number of barrels of Mackerel taken .....	9,115
Value of the same.....	\$ 117,950
Number of quintals of Codfish taken .....	10,075
Value of the same .....	\$ 59,900
Value of Cod Liver Oil sold.....	\$ 8,425
Value of Salt consumed in the mackerel and cod fisheries.....	\$ 12,875
Amount of Capital invested in the business .....	\$ 135,000
Number of Hands employed.....	343
Number of bushels of Shell Fish taken.....	389,465
Value of the same.....	\$ 232,667
Amount of Capital invested in the business .....	\$ 56,900
Number of Hands employed .....	112
The number of Vessels engaged in the Coastwise or Carrying Trade.....	521
Amount of Tonnage of said vessels .....	246,117
Value of the same .....	\$ 14,269,925

\* See p. 78.

Amount received for Freight.....	\$ 9,236,063
Number of Hands employed.....	6,542
The number of Corn and other Brooms manufactured, dozen .....	3,450
Value of the same .....	\$ 13,200
Value of the Stock consumed.....	\$ 8,850
Amount of Capital invested in the business .....	\$ 2,700
Number of Hands employed .....	14
The number of Farms .....	3
Number of acres of Land .....	440
Value of same, including Buildings.....	\$ 47,000
Number of acres of Land improved .....	145
Number of Persons employed .....	6
The number of acres of Unimproved Land.....	275
The number of acres of Indian Corn.....	10
Number of bushels of Indian Corn raised.....	600
Value of the same.....	\$ 600
The number of acres of Barley.....	4
Number of bushels of Barley.....	105
Value of the same .....	\$ 85
The number of acres of Oats.....	1
Number of bushels of Oats.....	15
Value of the same .....	\$9
The number of acres of Potatoes .....	12
Number of bushels of Potatoes .....	1,500
Value of the same.....	\$1,500
The number of acres of Onions.....	6
Number of bushels of Onions.....	2,000
Value of the same.....	\$ 2,000
The number of acres of Carrots .....	3
Number of bushels of Carrots .....	2,000
Value of the same .....	\$1,500
The number of acres of Cabbage .....	1
Value of the same.....	\$ 60
The number of acres of Winter Squash.....	1
Value of the same.....	\$ 60

The number of acres devoted to Market Gardening .....	20
Value of products.....	\$ 2,500
 The number of acres of English Mowing.....	145
Number of tons of English Hay.....	270
Value of the same.....	\$ 5,400
 The number of acres of Salt Marsh mown .....	15
Number of tons of Salt Hay.....	22
Value of the same.....	\$ 220
 The number of Apple-trees cultivated for their fruit .....	50
Value of the Apples.....	\$ 125
Number of Pear-trees cultivated for their fruit .....	23
Value of the Pears .....	\$ 28
Number of all other Trees cultivated for their fruit .....	14
Value of the fruit.....	\$ 10
 Number of Merino Sheep, of different grades .....	200
Number of all other kinds of Sheep .....	25
Gross value of all Sheep .....	\$ 1,205
Number of Pounds of Merino Wool.....	1,050
Value of the same.....	\$ 473
Number of pounds of all other Wool produced .....	100
Value of the same.....	\$ 50
 The number of Horses.....	6,052
Value of Horses .....	\$ 1,218,120
Number of Asses and Mules .....	12
Value of Asses and Mules .....	\$ 1,300
Number of Oxen over four years old.....	8
Number of Steers under four years old.....	12
Value of Oxen and Steers.....	\$ 2,150
Number of Milch Cows.....	166
Number of Heifers .....	101
Value of Cows and Heifers.....	\$ 12,068
Description, number, and value of Neat Stock not embraced above — 2 Bulls, \$ 300,— 1 Calf, \$ 10.....	\$ 310
Number of gallons of Milk sold .....	26,775
Value of Milk sold.....	\$ 9,901
 The number of Swine .....	369
Value of the same.....	\$ 8,078
Value of Poultry sold .....	\$ 92
Value of Eggs sold .....	\$ 75

RETURN OF ARTICLES NOT ENUMERATED IN  
THE ACT OF THE LEGISLATURE.

Number of Establishments.	Description of Articles Manufactured.	Value of Goods Manufactured.	Value of stock used.	Amount of capital invested.	No. of males employed.	No. of females employed.
1	Artificial Limbs .....	\$140,000	53,000	\$7,000	20	..
2	Bags .....	305,000	270,000	31,000	10	36
1	Paper Bags.....	4,500	2,500	2,000	1	6
1	Bell Hanging.....	3,000	2,000	1,000	3	..
10	Brass Finishers.....	24,000	12,000	13,000	11	..
3	Billiard Tables.....	48,750	24,582	22,300	23	..
2	Bonnet Frames.....	42,000	25,400	20,450	1	79
1	Boot Fitting.....	3,500	2,300	500	1	2
2	Boot and Shoe Patterns.....	3,300	600	1,500	5	..
1	" " Heel Irons .....	5,000	2,500	1,000	1	..
8	Tops, Heelings, Stiffenings, &c.....	45,570	19,850	10,100	28	41
3	Bonnet Bleacheries.....	19,850	9,150	1,200	9	8
1	Boot and Shoe Dies.....	8,000	2,700	1,500	5	..
1	Bonnet Wire .....	10,367	6,775	5,000	1	5
1	Bungs.....	3,500	1,750	650	2	..
1	Cap Trimmings.....	5,000	3,000	2,000	2	1
4	Corks .....	32,200	17,250	16,000	15	6
2	Children's Carriages.....	55,000	27,500	9,000	15	3
2	Coal Sifters .....	12,000	4,500	900	5	..
2	Curtain Fixtures .....	7,000	5,000	2,700	5	..
1	Court Plaster .....	5,000	2,250	1,000	1	..
1	China Decorating.....	4,000	300	500	4	3
3	Clothes Wringers.....	11,034	7,502	7,000	12	..
3	Die Sinkers.....	3,700	900	1,500	6	..
1	Dental and Surgical Instruments....	16,150	8,700	9,000	18	2
12	Engravers on Wood .....	34,700	8,750	10,500	40	2
2	Fish Drums .....	16,000	10,000	7,500	*9	..

*Continued.*

Number of Establishments.	Description of Articles Manufactured.	Value of Goods Manufactured.	Value of Stock used.	Amount of capital invested.	No. of males employed.	No. of females employed.
7	Flags and Awnings.....	\$ 20,002	\$ 14,512	\$ 3,625	2	..
1	Fuse.....	150,000	80,000	20,000	40	7
3	Flavoring Extracts.....	196,000	135,300	43,500	8	11
1	Gold Refiner.....	5,700	5,000	1,200	1	..
1	Gas Machines.....	62,000	37,000	50,000	25	..
1	Over Gaiters.....	1,500	800	200	..	1
1	Gun Carriages.....	2,000	1,100	1,500	2	..
8	Hair Work.....	33,550	16,750	13,800	5	34
1	Hand Stamps.....	10,000	2,500	15,000	6	..
1	Hooks and Screws.....	1,800	225	1,000	4	..
2	Horse Clothing.....	80,500	48,350	22,000	14	12
1	House Trimmings .....	63,000	23,000	23,500	43	..
1	Iron Bedsteads .....	8,000	5,000	1,000	2	..
1	Japanning.....	2,500	1,000	500	3	..
1	Lapidary.....	5,000	1,000	1,000	2	..
1	Street Lanterns.....	2,000	1,000	1,000	1	..
1	S. Lightning Conductors.....	5,000	2,000	1,000	3	..
3	Mineral Water.....	57,000	32,000	18,000	26	..
1	Moulds .....	5,000	1,700	1,500	5	..
5	Wood Mouldings .....	206,000	110,350	73,200	126	..
57	Millinery .....	681,739	444,156	156,850	13	445
2	Morocco Cases.....	5,975	2,050	3,000	4	..
1	Neck Stocks .....	1,800	1,100	2,000	1	18
2	Nets and Seines .....	201,000	100,400	100,100	11	200
1	Oars .....	27,000	20,000	2,400	5	..
10	Pattern Makers .....	58,271	9,783	17,600	43	..
2	Plaster Models.....	1,560	364	264	3	..
1	Pop Corn.....	1,200	350	350	1	2
1	Portfolios .....	2,500	1,200	1,000	4	4

*Continued.*

Number of Establishments	Description of Articles Manufactured.	Value of Goods Manufactured.	Value of Stock used.	Amount of Capital invested.	No. of males employed.	No. of females employed.
1	Paper Staining .....	\$1,000	250	500	1	..
1	Papier Maché .....	1,550	600	500	1	3
2	Photographic Apparatus .....	4,000	2,400	2,000	3	..
2	Passe Partouts.....	5,500	6,000	2,500	5	1
1	Roofing Felt and Composition....	150,000	100,000	60,000	15	..
2	Scales .....	19,000	11,500	9,000	12	..
2	Steam Gauges .....	152,000	74,000	102,500	45	..
1	Spring Beds .....	25,000	14,000	10,000	8	..
1	Steam Packing.....	5,000	2,500	1,500	2	..
4	Soda Water and Syrups .....	67,500	36,750	14,710	21	..
7	Silver Plating .....	35,700	14,500	17,000	20	6
1	Ships' Pumps, Capstans, &c.....	20,000	10,000	14,000	18	..
6	Stencil Cutters.....	28,300	11,025	12,400	25	..
2	Sewing Machine Needles .....	54,500	8,500	16,000	40	24
1	Stained and Cut Glass.....	6,500	2,000	1,000	4	..
7	Stucco Work .....	22,500	2,250	9,000	13	..
1	Spiral Springs.....	30,000	23,000	8,000	6	..
2	Sugar, Brown, from Molasses ....	1,154,000	995,000	225,000	39	..
3	Tents and Wagon Covers.....	149,000	165,000	20,000	20	..
1	Tin and Zinc Spinning.....	260	125	150	1	..
1	Tags, Labels, &c.....	45,000	30,000	8,000	5	5
3	Trusses, &c. .....	33,250	14,400	16,300	17	20
2	Tea Caddies .....	18,000	7,500	8,000	7	20
1	Trunk Rivets .....	4,000	1,000	1,000	5	..
3	Vinegar .....	85,400	41,300	26,500	19	..
1	Water Wheels.....	22,000	13,000	10,000	8	..
6	Window Shades, &c.....	41,350	23,900	14,550	19	5
6	Wood Carvers, &c.....	26,900	1,800	4,050	10	..
10	Wood Turning, Sawing, &c. ....	117,900	43,100	41,100	83	..

*Concluded.*

Number of Establishments.	Description of Articles Manufactured.	Value of Goods Manufactured.	Value of Stock used.	Amount of capital invested.	No. of males employed.	No. of females employed.
2	Wooden Brackets .....	7,000	2,250	2,500	7	..
1	Wax Flowers.....	1,400	900	500	..	2
2	Whalebone .....	11,000	4,500	4,500	5	..
2	Wood Saws.....	14,500	8,850	5,500	4	..
1	Yeast Powders .....	18,000	13,000	2,500	1	4
280		\$5,142,726	\$3,312,649	\$1,432,649	1,145	1,031

## CENSUS OF BOSTON, 1865.

## NEW DIVISION OF WARDS.

WARDS.	Total Population.	Males.	Females.	Natives.	Foreign.	Colored.
1.....	20,572	10,123	10,449	14,097	6,475	21
2.....	23,256	11,358	11,898	12,593	10,657	198
3.....	14,835	6,905	7,930	10,506	4,323	539
4.....	11,136	5,360	5,776	7,380	3,752	110
5.....	21,517	10,265	11,252	11,517	9,994	30
6.....	12,783	5,099	7,684	9,511	3,266	1,459
7.....	24,351	11,723	12,628	13,625	10,720	5
8.....	13,771	6,198	7,573	9,789	3,977	31
9.....	11,764	5,096	6,668	8,410	3,349	77
10.....	12,843	5,645	7,198	9,508	3,330	98
11.....	12,015	4,952	7,063	9,560	2,510	38
12.....	13,481	6,364	7,117	9,808	3,617	21
	192,324	89,088	103,236	126,304	66,020	2,627

## RATABLE POLLS AND VOTERS, 1865.

## NEW DIVISION OF WARDS.

WARDS.	Ratable Polls.	Legal Voters.	Naturalized Voters.
1.....	5,076	3,530	1,018
2.....	6,387	3,085	1,273
3.....	4,313	3,050	567
4.....	3,748	3,076	447
5.....	6,084	3,119	1,201
6.....	3,269	2,660	174
7.....	5,997	2,857	1,147
8.....	3,675	2,877	477
9.....	2,985	2,260	458
10.....	3,310	2,546	416
11.....	2,989	2,563	239
12.....	3,278	2,367	535
	51,111	33,990	7,952

*Amount paid to families of Volunteers in the United States Service by the City of Boston.*

	1861.	1862.	1863.	1864.	1865.
Whole amount paid.....	77,090 00	269,450 97	312,465 00	295,711 00	190,753 00
Am't claimed from the State	71,022 90	264,323 13	307,758 71	291,447 40	....
Am't allowed by the State..	67,745 56	260,080 82	....	....	....

*Monthly payments in 1865.*

MONTH.	No. of Families.	Amount.
January.....	2,739	23,433 00
February.....	2,777	22,027 00
March.....	2,739	21,416 00
April .....	2,617	22,596 00
May .....	2,688	20,979 00
June.....	2,433	18,679 00
July.....	2,209	18,057 00
August.....	1,630	12,285 00
September .....	1,318	10,280 00
October.....	1,069	9,170 00
November .....	807	6,630 00
December.....	658	5,201 00
		190,753 00

*(with Compliments)*

THE INAUGURAL ADDRESS

OF

HIS HONOR

OTIS NORCROSS,

MAYOR OF THE CITY OF BOSTON,

TO

THE CITY COUNCIL,

January 7, 1867.



BOSTON:

ALFRED MUDGE & SON, PRINTERS TO THE CITY,  
34 School Street.

1867.



7

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CITY OF BOSTON.

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*In Common Council*, Jan. 7, 1867.

ORDERED: That His Honor the Mayor be requested to furnish a copy of his Address, that the same may be printed.

Sent up for concurrence.

WESTON LEWIS, *President.*

*In Board of Aldermen*, Jan. 14, 1867.

Concurred.

CHARLES W. SLACK, *Chairman.*



## THE MAYOR'S ADDRESS.

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GENTLEMEN OF THE CITY COUNCIL:—

We have been selected by the partiality of our fellow-citizens to administer the government of this city during the municipal year on which we enter this morning. In return for the confidence thus reposed in us, we have bound ourselves by solemn oath, that we will, according to our several abilities, perform the duties incumbent upon us so as best to promote their welfare, happiness and honor.

Before entering upon the discharge of our duties, allow me, in accordance with the custom of my predecessors in office, to advert briefly to the present condition of our municipal affairs, and to some of the most important subjects which will require your attention.

The country has emerged from the most gigantic civil war in the history of the world, and is recovering from its immediate effects. The people are no longer pained by extraordinary calls for men

to be sacrificed, nor burdened with excessive contributions of money and materials to be expended, in the prosecution of an unnatural strife. Peace reigns in all our borders. In the States which remained true to their allegiance to the Federal Government, business has resumed its accustomed channels, and the industry and enterprise of the people are rapidly making compensation for the losses and sacrifices of the war. Let us hope that wise counsels may everywhere prevail, so that, in that section of the country where the desolations of war fell with the most severity, society and industry may be reorganized, and immigration and capital invited thither, to the end that its wealth may be regained, its hitherto undiscovered resources developed, and all the people, North and South, East and West, become again united in sentiment and feeling, cherishing a common devotion to the whole country and all its interests, and realizing that they have a common destiny.

The past year has been marked by the general good health of our citizens. The Asiatic cholera, which for a season was the subject of serious apprehension, can hardly be said to have visited our city. A few cases of the disease, it is true, have occurred; but their origin has been traced to sources

beyond our limits. Our commercial intercourse with the places where this dreaded scourge most prevails must expose us in the future to its ravages, unless proper means of prevention shall be constantly used. The cultivation of habits of cleanliness, and the observance of the sanitary conditions upon which we must rest our chief hope of security, are both a public and individual duty. The year, too, has been one of general prosperity. Labor has been in constant demand, at prices commensurate with the augmented cost of the necessities of life.

Charitable institutions designed to alleviate the sufferings of the poor and unfortunate are steadily increasing in number, and, through the liberal contributions of our people, enlarging their field of operations.

The exigencies of the country during the few past years have developed the energy and resources of the people to an extent which the most sanguine could not have anticipated; and now, upon the return of peace, these powers, with undiminished activity, are visible in all departments of industry and business.

The advancement of the Western and Southwestern States in population and production will naturally be rapid, and the surplus products of that vast and fertile territory must continue to find markets in and

through the cities upon the Atlantic Coast. It is important to this city, that it should not only retain the business which it now has in connection with this traffic, but that it should largely extend that business. Neither of these results can be reasonably expected unless our facilities for the transportation of merchandise, both by land and sea, shall be materially increased.

As a municipality, we cannot construct railroads, or build steamboats, or operate them after they are constructed and built; and it is not desirable that we should embark in enterprises of this description. The City Government has discharged its whole duty in this respect, when it has prepared convenient streets, and made such other provisions for the transaction of business and the protection of property as are of a public character. All else must be left to private effort and direction. It is hoped and believed, that the merchants of this city, who control to a large extent all the great lines of conveyance radiating hence, will not fail to meet the increasing wants of trade and commerce in such manner as will best advance their own interests and reputation, and promote the general welfare of the city.

The emergencies of the late war often made necessary the sudden raising and expenditure of

extraordinarily large sums of money, and did not always permit that deliberation and careful scrutiny which are generally expected from those who are intrusted with the management of public finances.

There is danger that familiarity with these hasty disbursements, although made under circumstances which justified them, may allure us from that regard for economy, and sense of strict accountability, which it is the duty of all public officers to keep constantly in mind. While I counsel no narrow or parsimonious policy in the administration of this government, and am desirous that liberal provision shall be made for every object of legitimate municipal expenditure, I do most earnestly advise against engaging in new enterprises involving large outlays, without a careful investigation of their propriety and expediency, or without providing the means for carrying them on, otherwise than by the augmentation of the permanent debt of the city.

All patriotic citizens view with gratification the steady reduction of our national indebtedness, and are anticipating, with justifiable pride, its final extinguishment. Why should we not be equally solicitous for the honor and prosperity of our city, and inaugurate measures which will insure a gradual payment and ultimate extinction of its debt?

There are instances, it is true, when works of an expensive and permanent character should be undertaken and completed within a period so short as to render it unreasonable to raise the means necessary to pay for them by taxation during their progress ; but then, instead of creating a debt for the entire amount of the expenditure, payable at a distant day, upon the excuse that succeeding generations will be benefited by the undertaking, and ought therefore to share the burden of it, good policy dictates that the debt should be made payable by convenient annual instalments, and its extinguishment within a limited number of years made obligatory.

The town of Boston never allowed a public debt to accumulate. “The only debt transferred from the town to the City Government but little exceeded seventy-one thousand dollars, which was wholly incurred by the cost of two prisons and a courthouse, then in the course of erection.” Since that time we have had a constantly growing debt, and now it assumes large proportions. More than thirty years ago, our predecessors in office attempted to arrest its progress, and return to the more prudent policy of the town. They provided by an ordinance, which is still unrepealed, that “all balances of money remaining in the treasury at the end of the financial

year; all receipts of money on account of the sale of real estate of any description now belonging or which may hereafter belong to the city; all receipts on account of the principal sum of any bond or note now owned, or which may hereafter be owned by the city; and also of the annual city tax, in every future year, a sum that shall not be less than three per centum of the amount of the principal of the city debt, and not less than fifty thousand dollars in each year, shall be, and the same hereby are, appropriated to the purchase of the capital of the city debt."

Though this ordinance has been of standing obligation from the time of its enactment, and its provisions probably have been observed to the letter by successive city administrations, the debt has been since increased from the sum of \$1,078,088.28 to its present amount. To show the extent to which our expenditures have exceeded our resources from taxation, there must be added to this increase of the debt all sums which have been received from the sales of public lands. These lands, which have heretofore been a source of no inconsiderable revenue, are now mostly sold, and in the future we can expect but a small income from them. The policy I thus recommend will, if it is adopted by

the City Council, involve a heavier taxation of the citizens, or a curtailment of expenditures. If the former branch of the alternative is adopted, the burden no doubt will be cheerfully borne, so long as the citizens are satisfied that the public moneys are economically and judiciously appropriated. And, if it shall prompt them to more scrutiny of public measures, and to a more active discharge of duty in the selection of their public officers, the general good will be advanced.

The total amount of the city debt, funded and unfunded, on the thirty-first day of December last was \$13,020,375.91.

I shall append to this address, and lay before you, a statement of the Committee on the Reduction of the City Debt, showing in detail its present condition.

Among the measures which engaged the attention of the last City Council, and which will be brought to your consideration, are:—

1. The filling of the South Boston Flats, and otherwise improving the harbor, estimated to cost, according to the extent to which the plan which has been formed shall be executed, from about \$9,000,000 to \$20,000,000. It is expected, however, that a considerable proportion of this expenditure will be reimbursed to the city, by the proceeds of sales of lands and wharves thus created.

2. The raising of the grade of Church Street and its vicinity, the estimated cost of which is \$500,000.
3. The construction of a reservoir and driveway at Chestnut Hill, estimated to cost \$1,025,000.
4. The extension of Broadway to Washington Street, at a cost, if the way is carried above the railroads, probably of \$1,000,000.
5. The erection of an Insane Hospital in Winthrop, at an estimated cost, including furniture and lands, of \$600,000.
6. The erection of a new Court House, for which no approximate estimate has been made, but which may be expected to cost, in addition to what may be realized from the sale of the old Court House, \$500,000.
7. The erection of a school-house for the Girls' High and Normal School, estimated to cost, exclusive of the furniture and 16,800 feet of land, \$200,000.
8. The erection of a monument to the memory of our soldiers who fell in the late civil war, estimated to cost \$160,000.
9. The erection of buildings for the Overseers of the Poor, including a temporary home and accommodations for various charitable societies, at an estimated cost, including the land, of \$100,000. Private subscriptions have been made in aid of this enterprise to the amount of \$17,000.
10. The reduction of Fort Hill and the neighboring streets, for which no reliable estimates have been made. Part of this work is already in progress, in *Oliver and Belmont streets*, under an act of the Legislature, which authorizes the principal part of the expense of it to be assessed upon the abutting estates; so that the work, so far as it

has already been undertaken, will not make a large draft upon the treasury. The residue of it, if done at all, must be done at the public expense, except so far as the cost shall be reimbursed under the provisions of the betterment law.

The magnitude of the expenditures involved in these enterprises should make us hesitate to engage in those of them to which the city is not already committed, until it is made to appear that they belong to our municipal duties, and that the public interests require us to carry them forward. If the expense of the prosecution of any of them should be borne or shared by other parties, we ought not to that extent assume the payment of them.

#### ASSESSORS.

The valuation of property taxable in this city, as made by the Assessors, was, on the first day of May last, \$415,362,345, being an excess over the valuation for the year 1865 of \$43,469,345. In this appraisement the real estate was estimated at \$225,767,215, showing an excess over its valuation in 1865 of \$24,139,215.

Prior to last year, real estate had not partaken in any considerable degree of the general inflation of prices which had so much affected other descriptions

of property. But, since the appreciation of its price began to be developed, the advancement has been rapid; and it is probable that the next valuation will show a large addition to our present figures. These augmented prices, however, should not be taken as evidence of so much permanent addition to our wealth; for, upon a return to a specie basis for the currency, a very considerable portion of this apparent value will disappear.

By a recent decision of the Supreme Judicial Court, it has been determined that our citizens owning shares in manufacturing corporations out of the State are taxable therefor at their full market value. This will add considerably to the list of personal property on which taxes are hereafter to be assessed.

As the city advances in population and wealth, the selection of Assessors becomes more and more important. They should always be men of good judgment, and the Board should be so constituted that its members shall bring to it a practical acquaintance with all departments of business, and a knowledge of the worth of all descriptions of property. I particularly recommend this subject to your consideration.

## INTERNAL HEALTH.

The labor of this department was largely increased during the past year by measures adopted on account of the apprehended visitation of the cholera. Under an order of the Board of Health, the officers, with the assistance of the police, made a thorough examination of every part of the city, for the purpose of removing sources of filth, and all matter which is supposed to engender or aggravate disease.

There was also, by order of the same Board, a sanitary inspection made, by competent physicians, of all buildings, lanes and passage-ways, and report thereof made to the department. The mode of conducting these examinations, and the results obtained by them, will be laid before you in the Report of the Superintendent.

Six free bathing houses were provided early in the year, and maintained through the warm season, at an expense, including attendance, of \$17,405.04. These were much resorted to by persons of all ages and of both sexes. The number of baths taken in all these establishments is reported to be 433,690, indicating that they were regarded with general favor, and that they contributed essentially to the general health. A steam dredging-machine

and six scows have been purchased during the past year, at a cost of \$32,158.55, for the purpose of dredging the docks near the outlets of the sewers, and for other work in the harbor. The annual expense of maintaining them is estimated at \$14,000.

#### POLICE.

The importance of a well-regulated and efficient department of police cannot be over-estimated. On it depends, in a large degree, the safety and convenience, as well as the morals, of the community.

The primary duty of police officers is with energy and promptness to preserve the public peace, and to detect and bring to justice offenders against the laws; but there are many other duties which competent and faithful officers will not fail to recognize and discharge. Among these are the prevention of crime by a careful watchfulness of all tendencies to it; friendly admonitions to the young who are making their first visits to places of vice, or are inclining to the company of bad associates; and an example in their own persons of temperance, chaste language, fair dealing, and kind disposition.

Crimes of great magnitude against property have within a few years multiplied to an alarming extent. Property to the amount of thousands and hundreds

of thousands of dollars is often seized by violence or stealth by persons whose lives are wholly devoted to the study and commission of crime, and who become expert, not only in their occupation, but in eluding detection and prosecution. Sufferers by their depredations are often more anxious to recover their lost property than to bring criminals to punishment. It is to be feared that perpetrators of crime have found dangerous encouragement in this disposition. If, upon detection, a return of the plundered property in whole or in part will protect them from answering to the violated law, their nefarious business becomes in their estimation comparatively safe. Officers of the law should always remember, that, however desirable it may be that restoration of property should be made in such cases, their chief duty is the vindication of the law in the prosecution of the criminals.

Police officers are often necessarily brought into contact with the worst portions of society, and subjected to reproach and vilification. On the one hand, they should be holden to a strict and honest discharge of their trust; and, on the other, when they are honest and faithful, they should receive the protection of the City Government and the citizens.

The present police force, including all the grades, consists of three hundred and seventy-seven officers.

During the year they have made 17,990 arrests, and furnished lodgings in the station houses to 19,223 persons.

#### LICENSE LAW.

The evils resulting from the use of intoxicating drinks have strongly attracted the attention of the people through many years, and led to various expedients for their eradication. It is generally conceded that a large proportion of the crimes and misery which we have so much cause to deplore, proceeds directly or indirectly from intemperance ; and it is not unnatural, perhaps, that efforts more vigorous than effective should sometimes be put forth for the removal of the cause of this suffering. But, in dealing with all questions pertaining to government, reference must be had in some degree to the temper, habits and traditions of the people. Intoxicating liquors have been used from the earliest times and in all countries, and the manufacture and sale of them have everywhere been permitted. Legal enactments in regard to them have generally had for their object regulation of sale, in connection with revenue and excise laws, and not restraint of consumption.

At the present time the importation of both

spirituous and vinous liquors is allowed to the largest extent by the laws of the United States, and no State has power to prevent, control, or regulate such importation. It is likewise true, that the use of such liquors is very general among all classes of the people, including those the most influential, in every part of our country and of the civilized world. Under these circumstances it has been found impracticable to execute prohibitory laws in large towns. It is apparently done in small or sparsely inhabited places ; but I apprehend that the result attained here is to transfer purchases to other localities, rather than materially to affect the extent of the traffic.

It always has a demoralizing effect to have laws upon the statute-book which are not and cannot be executed. Experience has shown, after years of effort, that the act prohibiting the sale of intoxicating liquors to be used as a beverage belongs in that category.

In this, as in most other moral reforms, the people must be educated to an advanced position ; they cannot be driven to it by force.

It is the part of wisdom to deal with facts as we find them. If we cannot wholly prevent an evil, we should do what we can to mitigate it.

A license law, not impracticable, but reasonable

in its provisions, with penalties so severe, and capable of so summary infliction, as to insure obedience to it ; and placing the traffic only in the hands of persons who can be holden responsible, criminally and pecuniarily, to observe its requirements,—would, in my judgment, be the most effectual means which can be adopted for the correction of the great and growing evils of intemperance.

#### ANNEXATION OF ROXBURY.

The City of Roxbury have appointed three Commissioners to confer with the Government of this city upon the expediency of uniting the two municipalities under one Government; Commissioners have also been appointed on the part of this city to confer with them upon the subject. The interests involved in this project are of great magnitude, and the report of the Commissioners will be looked for with solicitude.

#### STREETS.

The Committee on Streets, whose duties are always arduous, found them unusually so the past year. The reduction of Oliver and Belmont streets, under a special act of the Legislature, was commenced by them, and must be completed by the committee of

the present year. That act authorized the widening, laying out, and grading of Oliver and Belmont streets and Washington square, fifty feet in width, from Milk to Broad street; and the assessment of the expense thereof, with certain exceptions, upon the estates abutting upon the streets. The power given to the Mayor and Aldermen in this act is somewhat unusual in this Commonwealth; yet its necessity was so apparent, that it was granted upon the petition of the persons by whom the expenses attending its execution are chiefly to be borne. It is our duty to them, as well as to the public, to use all practicable economy, both in time and money, in executing the trust committed to us.

By an act of the last Legislature, the City of Boston is authorized to lay out, widen and grade streets at its discretion, and to assess upon each of the estates abutting upon such streets a sum not exceeding one half of the amount which the estate is benefited by the improvement. If this law shall be judiciously administered, it will correct evils which have long been felt to exist, and tend to equalize the burden consequent upon the widening of our narrow streets, and the improvement of lands adjacent thereto.

The Report of the Committee on Streets, made

at the close of the past year, will exhibit to you the details of what was done in this department while it was under their care.

Complete plans of the streets in East Boston have been made, and deposited in the office of the City Engineer. Similar plans of the streets in South Boston are in progress, under the direction of a Commission, and are in a state of forwardness that insures the laying of them before you at an early day.

#### PAVING.

The streets are generally in a satisfactory condition. Large expenditures were made the past year in their repair. Union Park street was graded from Harrison avenue to Albany street, at an expense of about \$16,000. Charles, Lewis, Broad, Newton, Saratoga, Chandler, Thomas and Ferdinand streets were repaved or graded. Concord and Rutland squares were laid out, and put in good order. The iron fence on the Park in Commonwealth avenue was extended one square, at a cost of \$5300.

#### PUBLIC BUILDINGS.

A primary school-house upon East street was completed within the last year, at an expense, for land,

building and furniture, of \$63,965.45. There is in course of erection a grammar and primary school-house in the Hancock School district, at an estimated cost of \$110,000; an armory on Wareham street, one hundred and seventy feet in length and fifty feet in width, at a cost of \$30,000; and a station-house on the corner of Commercial and Battery streets, for the Harbor Police, now nearly completed, at a cost of \$47,274. Alterations and repairs are in progress in the City Building, in Court square, to render it more convenient as a police station, and also to provide a ward-room for Ward No. 4. The cost of these improvements will be about \$20,000.

The Court House in Court square has long been a source of complaint. It is regarded as inadequate in size, and faulty in arrangement and location, being in the centre of a business so noisy as seriously to interfere with the conducting of the business of the courts. It is a clear duty of the City to provide a more convenient and suitable edifice. Negotiations for the sale of the present building are now pending, which, if they result successfully, will promote the convenience of this community, by locating in the building important federal offices which are now more distant, and less easy of access. I commend this subject to your early consideration.

## CHURCH STREET.

The Church street territory, so called, is a subject which has engaged the anxious attention of several successive city administrations, and will require your careful consideration. The grade of this territory is several feet below high water, and consequently cannot be drained except at a low stage of the tides. Formerly the drainage was into the empty basin in the Back Bay, from which the tide was excluded, and in which the water did not rise more than three feet above low water. While the empty basin was kept in this condition, and the sewers had their outlets in it, there was no want of sufficient drainage; but, as the filling of the basin by the Commonwealth and the Boston Water Power Company progressed, the drainage was impaired; and, when the filling is completed, there will be no means of drainage left, other than into the harbor, where the tide has its ordinary rise and fall.

The consequence naturally is, that with every tide this territory must be overflowed. The remedy for the difficulty is the raising of the grade of the territory, at an expense which is estimated at half a million dollars, and may be found to be a considerably larger sum.

The number of ways for travel, and courts or places, on this territory is twenty, of which only three have been laid out or accepted as public streets. They were constructed and built upon by the owners of the land, of the width and at the grade the proprietors saw fit to adopt. The plan was formed, no doubt, under the expectation that the empty basin would afford the means of drainage for an indefinite period, the proprietors of the basin having then entered into contract with many of the land-owners, that no change in this respect should ever be made.

The streets and ways are as safe and convenient for the purpose of public travel as they would be at a more elevated grade. It is believed that the city has no legal liability whatsoever to the owners of the estates on account of the present condition of the territory.

Under these circumstances, what is the duty of the City Council in the premises ? If they permit the whole expense of the improvement of this district to be paid from the treasury, upon what principle can their action be justified ?

This territory is in the central part of the city, and contiguous to a large and valuable tract of newly made land, which undoubtedly will soon be

covered with buildings. The contemplated improvement will, if made, be of utility in a sanitary point of view, and add beauty to the general appearance of the city, as well as value to the real estate, not only within the limits of the territory, but in its neighborhood. These circumstances render it proper for the city to pay a reasonable — perhaps liberal — proportion of the cost of the improvement, but not until the owners of the estates benefited have contributed on their part an amount equal to the increased value of their property.

The number of the parties who ought in equity to share the expenses of the work is so large, and their interests are so various, that it is not practicable to suggest any apportionment of the expenses which would be satisfactory to all of them, or according to which all of them would voluntarily agree to contribute. I therefore recommend, that a petition be presented to the Legislature for an act authorizing the City Council, through the agency of a suitable commission, to raise this territory to a proper grade, and to do all other things which are necessary in connection therewith, and to assess the expenses of the work upon all the parties benefited, in such a manner and in such proportions as shall be most just and equitable.

In this connection it is obvious to remark, that the

policy you shall adopt in reference to this subject will be important beyond its immediate application. There are other districts, of no inconsiderable extent, in the city, affected similarly to the one under consideration. It will naturally be expected that what is done in this case will be done in all similar cases, and a wrong precedent will become a source of embarrassment to the City Council, and of discontent to the citizens.

#### PUBLIC LANDS.

Public lands, including four wharves upon Albany street, containing 489,813 square feet, were sold during the last year for the sum of \$232,971.84. The expenditures of the department, including the building of sewers in Albany street, Brookline and Plympton streets, and the grading of streets upon South Bay, amount to \$24,476.96.

The lands remaining for sale are—on the South Bay, 712,822 square feet; in South Boston, 846,083 square feet; in East Boston, 5000 square feet, and on Marlborough street, 8400 square feet.

#### PUBLIC INSTITUTIONS.

The Public Institutions, comprising the House of Industry, House of Correction, Almshouse, Lunatic Asylum, and House of Reformation, are in charge

of a Board of Directors, and I believe are managed with due regard to economy, and the comfort of the inmates. The total number of inmates of all the institutions on the 13th of December last, was 1,310, being 137 in excess of the number of the previous year.

An act of the Legislature of the last year renders necessary the revision of the ordinance relating to the admission of truants to the House of Reformation.

A memorial was presented by the Board of Directors to the City Council, early in the year 1863, setting forth the necessity of a new hospital for the insane. No action, however, was taken upon it, from doubt, as it was understood, of the expediency of erecting another public hospital, and of the propriety or right of erecting buildings for the accommodation of patients other than those who are supported at the public charge, and receiving such patients at prices less than the average expense of maintaining them, including in the computation the cost of the buildings, and all other expenses of the institution. The City Council of 1865, however, entertaining different views, gave the Board of Directors authority to select a site for a hospital; and subsequently 184 acres of land in the

town of Winthrop were purchased therefor, at a cost of \$28,000. Plans for the buildings are prepared and will soon be laid before you, with an estimate of the cost of their erection, amounting to about \$500,000. This estimate does not include the preparation of the grounds, or the furnishing of the buildings. It will be for you, in due time, to decide upon the propriety of proceeding to erect the buildings during the continuance of the present high prices of labor and materials.

In the consideration of this question, as well as of others involving the expenditure of money which must be borrowed now, and repaid at a future day, it should be borne in mind that a change in the currency may leave us with a debt to be paid at its nominal amount, and with property worth much less than its cost.

#### OVERSEERS OF THE POOR.

The Overseers of the Poor continue to distribute the money placed at their disposal by the City Council, among those who are legally entitled to it; and they also use the income of the various funds in their care, in accordance with the terms of the several trusts. The amount of money appropriated by the city, and expended during the past year, is

\$57,740.97, of which there has been reimbursed from various sources \$18,034.90, leaving a total net expenditure of \$39,708.07. The amount of trust funds held by the Overseers of the Poor, from which income is received, is \$186,499.49. It is hoped that, when the building on Chardon street shall have been erected, the principal charitable societies of the city will be enabled to act in concert with the Overseers of the Poor; and, by the concentration of information and effort, devise a plan of operation by which all the deserving poor shall be properly provided for, and impostors detected and exposed, or punished.

## CITY HOSPITAL.

This institution, designed to afford assistance to persons "who by misfortune or poverty may require relief during temporary sickness," is doing its work successfully.

Number of patients in the hospital, Jan. 1, 1866..	117
Admitted during the year.....	1,432
Discharged during the year .....	1,263
Deaths.....	123
Remaining in the hospital, Jan. 1, 1867.....	163
Treated as medical and surgical out-patients.....	1,955
Treated as ophthalmic out-patients.....	1,369

The economical administration of this institution has been greatly aided by the erection of the new buildings. Accommodations are now in readiness for the reception of patients requiring treatment for all descriptions of disease, contagious or not contagious, as well as those requiring surgical aid.

The medical lectures delivered under the direction of the Board of Physicians and Surgeons have been largely attended, and have proved very successful. They have included a special course upon the subject of ophthalmia.

The operating and lecture room in the dome of the centre building has been found from experience to be inconveniently located, and too small to accommodate the increasing business of the Hospital. A change in this department would be advantageous to the institution. The Hospital has acquired an honorable reputation; and, whatever may have been the differences of opinion in regard to the expediency of its foundation, now none will deny that every reasonable facility should be afforded for the advancement of its usefulness.

A general library of about seven hundred volumes furnishes entertainment and instruction to the patients; and about three hundred and seventy-five volumes of medical books have been gathered by contribution

and purchase for the beginning of a medical library. The high prices of labor and supplies have largely increased the expenses of this institution, yet it is confidently expected that the expenses for the current financial year will be within the appropriation made for them.

#### THE PUBLIC LIBRARY.

This institution, standing at the head of our educational trusts, continues to merit the confidence of the City Government and of our fellow-citizens. The recent Report indicates satisfactorily the manner in which its affairs are conducted by the Board of Trustees. The tenure of office of this board, in which experience is so pre-eminently valuable, has recently been placed upon a similar footing with the other public trusts of the city. There is no other of the great charities which are so justly our pride, which requires more direct personal supervision on the part of its managers, and certainly none in which greater care should be exercised in the selection.

The development of this institution, its popularity and importance, will be manifest from the statement, that, on the 1st of August, 1866, the library, in the fourteenth year of its existence, contained 130,678 volumes; that the number of lendings of books for

home use, and for use in the building, was, during the last year, 203,625; and that, since September 1858, 45,869 persons have registered their names to secure the privileges of the institution.

#### WATER DEPARTMENT.

A supply of water sufficient in quantity for all needful purposes has been maintained throughout the year. By the vigilance of the Inspectors, and the application of meters, the draft from Lake Cochituate, which in 1864 reached 16,000,000 gallons daily, has been reduced to a daily average of 12,000,000 gallons. Still the Water Board are of the opinion that even now fully one-third part of the water brought into the city is wasted.

The number of water-takers on the 13th of December last was 28,250, being an increase since the 1st of January preceding of seven hundred and sixty-one. The revenue from sales of water during the same time was \$486,018.32, being an excess above the receipts of the preceding year of \$35,676.84.

The most important work now in progress in this department is the construction of the Chestnut Hill reservoir, the principal purpose of which is the storage of water to be used in time of drought,

or in case of accident to the water works. The water is brought from Lake Cochituate to the Chestnut Hill reservoir, a distance of twelve miles, in a brick conduit, which formerly was at times so much overtasked as to render its condition a cause of anxiety to the Water Board. A breach of the conduit, which would take several days to repair, would be likely to deprive the people of water for a time. No estimate can be made of the injury such a deprivation would cause, even in a day.

In obedience to an order from the City Council, a roadway is to be constructed, which, connecting with the county road, will surround the entire reservoir, and make a driveway of about two and a half miles.

#### SOLDIERS' RELIEF.

Payments to the families of soldiers who served in the army of the United States, in the late civil war, had gradually diminished, until they amounted only to the monthly sum of about \$2,000. But the legislation of the last year so enlarged the bounties, that the payment of them amounted in October last to \$19,828, and the number of the recipients of aid to 2,427.

The sums thus paid by the city are reimbursable

from the treasury of the State; but, as a compliance with the requirements of the statute in making the disbursements is the condition upon which the repayment by the State will be made, great care is requisite on the part of the disbursing officers of the city in this department.

#### EAST BOSTON FERRIES.

Communication between the city proper and the island ward has been the subject of much complaint, and the cause of no inconsiderable expenditure from the city treasury. It is gratifying to know, that this vexed question is at length settled, and in a manner that affords general satisfaction. All the ferriage is under the control of one company, so that an unfavorable competition no longer embarrasses the conduct of the business; and that company is believed to be able and willing to afford all the accommodations the public wants require, and at reasonable rates of compensation.

To the attainment of this result, and in this manner, I devoted much time and labor when I occupied another place in the City Government.

## HARBOR.

The condition of the harbor has, for many years, been a subject of constantly increasing anxiety to our citizens whose business has led them to be observant of it. The action of the water has made, and is continuing to make, abrasions of the headlands in the lower harbor. The material so detached is borne by the currents and deposited in the main ship channel, to an extent that will make the channel impassable for vessels of a large class, unless the process now going on is speedily arrested. My immediate predecessor in office, with the prudence and foresight which so happily characterized his administration generally, was indefatigable in his efforts to provide a remedy, and through his influence much was accomplished in the right direction; but all that has been done will be of little value, unless much more is done. The warning given and repeated by the distinguished United States Commissioners who have made a careful and protracted scientific survey and examination of the harbor; the observations of nautical men so often made and promulgated; the general alarm felt by all persons conversant with the subject; and the disastrous consequences, not

only to this city and State, but to the whole country, that must follow the loss of one of the best harbors on the Atlantic coast,—ought to be sufficient to insure the most prompt application of a remedy.

It is beyond doubt the duty of the Congress of the United States to make the appropriation necessary to protect the harbor, and preserve its capacity and usefulness; and it is not to be supposed that this duty would be neglected by that body, if they were made aware of the importance of their immediate and energetic action in the premises. I recommend that appropriate measures be adopted to bring this subject to the attention of Congress at the earliest practicable time.

A permanent Commission has been established by the Legislature, which is charged with the duty of the supervision of all the harbors in the State, so far as pertains to matters of which the State has control. From the intelligence and character of the Commissioners much benefit may be anticipated from their action.

Provision was made by the last City Council for the appointment of Commissioners to examine and report upon the expediency of the city undertaking the filling of the flats on the northerly shore of

South Boston, and otherwise improving the inner harbor, in accordance with a plan which has been adopted by the State Commissioners on the harbor, with the approval of the United States Commissioners. Their report will be looked for with deep interest. These improvements will, however, be of little value unless access to them from the sea is maintained.

#### SCHOOLS.

The superintendence and management of the public schools belong to the School Committee. Their duties are defined by law; and in the discharge of them they are subject to the control and direction of the City Council only to a very limited extent. The providing of school-houses, fuel, and other necessaries, and the raising of money for the support of the schools, are duties of the City Council. Our system of public schools was founded by our fathers, who planted the institutions of civilization upon these shores. It has been sustained and cherished with care by each successive generation of their descendants. The design of the founders was to furnish a competent education to the children of all classes in the community, believing general education to be the most stable foundation of free government and good morals. The success of the

plan has vindicated their wisdom in its establishment, and warrants a continuation of the liberality of the City Council in appropriations in its behalf. The cheerfulness with which the citizens respond to the taxes levied upon them for the support of the schools, and the extent to which they resort to them for the education of their children, attest their appreciation of the value of the system.

The following statistics show the increase in the expenses of supporting the public schools in the last ten years:—

1856. Total expenditure, including school-houses, \$441,-139.08; number of scholars, 23,749; average cost per scholar, exclusive of houses and repairs, \$12.27.

1866. Total expenditure, including school-houses, \$776,-375.32; number of scholars, 27,723; average cost per scholar, exclusive of houses and repairs, \$20.76.

1866. Average daily attendance of pupils, 25,899; whole number of teachers, 613.

A large proportion, probably a majority, of the pupils who enter the grammar schools do not complete the course of study prescribed in them. They leave the schools before they are advanced to the first class. The necessity of their labor, as a means of support to the families of which they are members, is probably the chief cause operating to produce this result.

It is worthy of consideration, whether a modification of the course of study in the schools may not be made, so as to adapt it more to the wants of those who cannot avail themselves of the whole course, without impairing its usefulness to others.

Briefly and, I am aware, imperfectly, I have passed in review the most important subjects which will require our consideration and action during this municipal year. However much I may have come short of doing them justice, their magnitude will not fail to be appreciated by you. The expansion of our territory, and the progress of business in all departments of industry, are rapidly multiplying the duties of those who administer the municipal government. The intelligent and faithful discharge of those duties already requires the almost undivided labor of all connected with the executive departments.

Relying upon your wisdom, and pledging you my hearty co-operation in whatever measures you may adopt calculated to promote the interests and welfare of our common constituents, and invoking upon our deliberations and acts the favor and guidance of the Supreme Ruler of the Universe, I am now ready to enter with you upon the discharge of the duties to which we have been called by our fellow-citizens.



## A P P E N D I X.



R E P O R T  
ON  
REDUCTION OF THE CITY DEBT.

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CITY OF BOSTON,  
*In Common Council, Thursday, Jan. 3, 1867.*

The Committee on the Reduction of the City Debt for the year 1866, respectfully

REPORT:

That the following exhibit made up from the books of the Treasurer and Auditor of Accounts presents the indebtedness of the City at the close of business, December 31, 1866:—

At the commencement of the present financial year, May 1, 1866, we find that the consolidated *funded* debt on that date, as will be seen by the Auditor's printed report No. 54, page 150, was..... \$11,892,375 91 Since that time, loans have been negotiated on various orders of the City Council to the amount of 1,179,000 00

Making a total funded debt of..... \$13,071,375 91 Deducting from this amount all the debt which has become due and been paid this financial year, viz.:..... 226,000 00

We have left a *funded* debt, Dec. 31, 1866, of. \$12,845,375 91 To which is to be added for loans already authorized, but not yet negotiated..... 175,000 00

Making a total *funded* and *unfunded* debt, Dec. 31, 1866, of..... \$13,020,375 91

This debt of the City is classified by the Auditor of Accounts as follows:—

Water Debt (net cost of the works).....	\$6,992,975 11
City Debt, proper .....	4,020,900 80
War Debt.....	2,006,500 00
	—————
Total Debt, Dec. 31, 1866.....	\$13,020,375 91
Total Debt, Dec. 23, 1865.....	12,476,616 11
	—————
Increase of Debt in 1866.....	\$543,759 80
	—————

Which increase is accounted for as follows:—

Water Debt, Dec. 31, 1866.....	\$6,992,975 11
do.        Dec. 23, 1865.....	6,889,845 73
	—————
Increase of Water Debt in 1866.....	103,129 38
City Debt, proper, Dec. 31, 1866...\$4,020,900 80	
do.        do.        Dec. 23, 1865... 3,572,920 38	
	—————
Increase of the City Debt proper, in 1866.....	447,980 42
	—————
Total increase of the Water and City Debt as above,	551,109 80
War Debt, Dec. 23, 1865.....\$2,013,850 00	
do.        Dec. 31, 1866..... 2,006,500 00	
	—————
Decrease of War Debt in 1866.....	7,350 00
	—————
Net increase, as stated above .....	\$543,759 80
	—————

## MEANS OF PAYING OFF THE DEBT.

The books of the Treasurer and Auditor of Accounts show that the means for paying the debt of the City consist of the following items, all of which are by ordinance specially appropriated for that object, viz.:—

Cash balance in the City Treasury, May 1, 1866,	
to the credit of the Committee on the Reduction of the City Debt, as stated in the Auditor's printed Report No. 54, page 135, being the Sinking Fund for the redemption of the debt of the City. ....	\$2,748,365 01
Cash received since that time, being payments made into the City Treasury on bonds and mortgages on public lands.....	59,428 04
Cash received from sales and rents of public lands not included in the above item.....	1,330 25
Cash received from the Annual City tax for 1866, being the amount appropriated by the City Council for this object....	360,000 00
	-----
	\$3,169,123 30
<i>Add</i> bonds and mortgages on public lands now on hand in the City Treasury, all of which are considered good.....	425,402 70
	-----
	\$3,594,526 00
<i>Deduct</i> payments on City Debt since May 1, 1866,	226,000 00
	-----
Total Means on hand, Dec. 31, 1866 .....	\$3,368,526 00
	-----

## THE DEBT.

The consolidated debt of the City, <i>funded</i> and <i>unfunded</i> , Dec. 23, 1865, as stated in Report of 1865, City Doc. 112, was.....	\$12,476,616 11
Less means then on hand for pay- ing it off.....	2,065,776 51
<i>Net</i> Debt, Dec. 23, 1865.....	\$10,410,839 60
The consolidated debt of the City, <i>funded</i> and <i>unfunded</i> , Dec. 31, 1866, amounted to.....	\$13,020,375 91
Less the means on hand for pay- ing the same Dec. 31, 1866..	3,368,526 00
<i>Net</i> Debt, Dec. 31, 1866.....	9,651,849 91
<i>Net</i> decrease of the debt, during 1866, by the in- crease of the means on hand for paying off the debt.....	\$758,989 69

It will be seen by the preceding statement, that, notwithstanding the City debt has increased during the municipal year of 1866, \$543,759.80, the available means in the hands of the Committee on the Reduction of the City Debt and the Public Land Bonds have increased over the amount of 1865, \$1,302,749.49; and shows that the indebtedness of the City, December 31, 1866, less the sinking fund for the redemption of the same, stood \$9,651,849.91, which is a reduction of \$758,989.69 from the *net* debt of December 23, 1865, it then being \$10,410,839.60.

Respectfully submitted,

F. W. LINCOLN, Jr.,

*Mayor.*

JOSEPH STORY,  
*President of the Common Council.*

CLEMENT WILLIS,  
*Chairman Committee on Finance.*

T H E  
*Address*  
INAUGURAL ADDRESS  
OF  
NATHANIEL B. SHURTELL,

MAYOR OF BOSTON,

TO

THE CITY COUNCIL,

January 6, 1868.



BOSTON:

ALFRED MUDGE & SON, CITY PRINTERS, 34 SCHOOL STREET.

1868.



8

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INAUGURAL ADDRESS  
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NATHANIEL B. SHURLEFF,

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BOSTON:

ALFRED MUDGE & SON, CITY PRINTERS, 34 SCHOOL STREET.

1868.



CITY OF BOSTON.

---

*In Common Council*, Jan. 6, 1868.

ORDERED: That His Honor the Mayor be requested to furnish a copy of his address, that the same may be printed.

Sent up for concurrence.

CHAS. H. ALLEN, *President.*

*In Board of Aldermen*, Jan. 6, 1868.

Concurred.

G. W. MESSINGER, *Chairman.*



## A D D R E S S.

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GENTLEMEN OF THE CITY COUNCIL:—

We are here, at the commencement of a new municipal year, to enter upon the duties for the performance of which we have been severally elected by our fellow-citizens; and we cannot be too sensible of the honor conferred upon us, nor too grateful to our Heavenly Father for continuing, by his kind providence to us, and to the community over whose important interests we have been called to watch, the full enjoyment of that civil and religious liberty, which our fathers won by their valor and patriotism, and for vouchsafing to us so eminently the inheritance of the great social and moral privileges which they achieved for us as the richest birthrights, and the greatest of all paternal blessings.

We have met under somewhat extraordinary circumstances this day, to occupy these seats of trust. Two distinct municipalities, that independently have

existed side by side for more than two and a third centuries, have, by the will of the legislature of our ancient commonwealth, and by their own mutual consent, become united, and have placed under one common corporation their individual rights and destinies; and it is for us to inaugurate this union in a manner, that will most conduce to the happiness, comfort and prosperity of the united communities. In 1822, nearly forty-six years ago, when Boston adopted the charter by which it became a city, it contained scarcely forty-five thousand inhabitants, sparsely settled upon what was then known as the peninsula lying north of the old "Roxbury line," and their support depended upon what commerce and the fisheries could supply to a limited region of neighboring country, in exchange for agricultural and scanty mechanical products. Now, with its natural growth, and in consequence of the augmentation of its bounds by legislative enactments, it has increased in population about six-fold, to near a quarter of a million of souls, and in extent of territory, by annexation and reclaims from the water, more than treble its original number of acres; and, with its population and territory, have arisen new interests, the foundations of wealth and prosperity. From a town, with small wants and few requirements, has

arisen a large metropolis with many and diversified interests; so that the small cares of the old town officers have become multiplied into the gravest official responsibilities. In entering, therefore, upon our municipal duties, it behooves us to keep in view the weight with which the suffrages of our fellow-citizens have seen fit to burden us; and while we shall rely upon each other for mutual support and assistance in our labors, we must also seek for good counsel and hearty co-operation from those whose interests we have in charge. Let us never forget, that in the performance of our duties, we are only returning to our city a portion of that debt which every citizen owes to the community of which he forms a part.

We enter upon office at a time when our country, weighed down by the heavy expenses of a costly war from which no class of persons can claim exemption, is necessarily oppressed with burdensome taxes, and is in imminent danger of a great financial crisis. Let us, therefore, resolve that our administration of the affairs of the city shall be distinguished by a marked determination to adhere to the most rigid economy in all our business transactions; and, while we carry out most sacredly the engagements which our predecessors have made, let us be careful not

to enter into any new obligations that will require large pecuniary appropriations. Cases may, and most assuredly will, happen, where judicious expenditures will be demanded; let these occur as seldom as possible, and let us manfully resist all attempts to draw upon the treasury, except where obligations compel, and necessities are emphatically apparent. Let a judicious economy be strictly observed in all the departments of government in all matters.

As our city increases in population and business, there will, of necessity, be many calls for general improvements, which, if complied with by the government, will require large outlays of money. In view of the great pecuniary burdens of our citizens and the large and constantly increasing debt of the city, we cannot, during the present year, too strongly resist all such projects which involve expense that can possibly be deferred without detriment to the public welfare. Among the projects which must be manfully met are those made obligatory in consequence of the city of Roxbury becoming a part of our domain: For water pipes must be laid in our newly acquired territory where absolutely needed, the fire alarm and police telegraphs must be extended to a few points of communication, and certain avenues must be opened, so as to form continuous streets

from the Eleventh Ward to the avenues of the new acquisition. Perhaps, also, there may be occasions when the business interests of the city may be greatly benefited by a judicious expenditure; if so, it must not be forgotten that these take precedence of individual demands.

In our earnest endeavors to prevent unwarrantable extravagance in large matters, we must not be drawn into the common error of parsimony and meanness in small things. The poor, disabled soldier, who has faithfully served his country in the days of its extreme danger, must not in his adversity be hindered by unnecessary impediments from obtaining the humble pittance which frugality can dole out to him; nor must the widows and the fatherless children of the defenders of our liberties be compelled, in prolonging their disheartened existence, to submit to vexatious formalities, and niggardly, cold and hardened inattention to their necessities. We must not forget that the laborer is worthy of his hire, and that the humble workman has rights, as well as the more affluent citizen; that he has need of rest and refreshment, and that his mind is as capable of culture as that of the more favored. A just discrimination between parsimony and frugality, as well as between extravagance

and liberality, should never be lost sight of in managing the affairs of a large municipality like ours.

Will the citizens of Boston be content with our stewardship, if we do not insist, on every occasion, to promote the interests of our business community? Shall we sit tamely in these seats, and, inattentive to their needs, notice, day after day, their facilities for trade and commerce neglected, their shipping quitting our ports for more liberal emporiums, our docks deserted, and the grass growing upon our wharves? This state of things must not be. Every inducement must be advanced to restore our city to its ancient prestige and once honored position among the great marts of the world. Boston is favorably situated to be the great depot of the North and West; it is easily, and at comparatively small cost, accessible by rail or by water from all points; its harbor is capable of being unsurpassed by any other on the continent; its capitalists are numerous and enterprising, and its inhabitants are industrious, energetic and capable. Then, why, by our efforts and liberal acts, may we not again enjoy the good will of the producers and consumers of the country, and why may not our city, by liberal legislation, and a decent regard for the comforts and privileges of all concerned, once more become, as it has been, a great

emporium of the country? It undoubtedly can; and it is our duty as members of its City Council to give the aid of the government towards its accomplishment.

The annexation of the Highlands of Boston, the large enterprises already undertaken, and the growth of the city in population, have much augmented the cares and responsibilities of municipal officers. The Aldermen, in their capacity of County Commissioners alone, have more arduous duties to perform, than are required of similar officers in any of the other cities of the Union. These official requirements are far more exacting than individuals should bear, or it is desirable for the public interest that they should be burdened with, and the duration in office of an elected member of the government is extremely uncertain. Under these circumstances, would it not be advisable that the most important of the onerous and weighty duties of office be intrusted to bureaus, or commissioners appointed for a term of years, like the various boards of trustees and directors, who, acting under the supervision of appropriate committees of the City Council, would possess some degree of permanency; and who, not being entirely subject to the changes of political influences or control of deeply calculating speculators, would be able to manage the affairs intrusted to them with a more consistent and

uniform policy, with a more positive power, and with a great saving to the treasury? For many reasons equally urgent, and because strongly demanded by the tax-payers upon whom our treasury relies, a similar bureau of abatement and appeals might be appointed, to which any person when thought to be overtaxed could apply and obtain redress, without the necessity of publicly submitting his case for the action of the Board of Aldermen, and consuming, as is frequently the case, much time in searching out the assistant assessor who was instrumental in unwarrantable dooming. If these suggestions should be deemed worthy of being carried out by the City Council, undoubtedly much time would be saved for legitimate business, and much vexation and unnecessary detention of the members of both branches would be avoided. Unquestionably, the uncertain and hasty estimates, which so frequently deceive the City Council, and cause the occurrence of so much distrust and dissatisfaction in carrying out the excellent and much needed projects of the government, would never be made, and a much greater reliance could be placed in the reports, upon which the action of the City Council is often based.

The universal practice of my predecessors in office having become a custom, it devolves upon me to invite your attention to a survey, very general indeed,

of the condition of the various departments of the government that have been intrusted to our care and oversight. But it must not be expected, however, just entering as I do upon official duties new to me, that on this occasion anything more than a brief allusion will be made to some of these great trusts, as they have been transmitted to us, reserving for future and more appropriate occasions the privilege of communicating to you, as enjoined by the city charter, such information, and recommending such measures, as may, in my judgment, tend to the improvement of the finances of the city, as well as of its police, health, security, cleanliness, comfort and ornament. A more thorough knowledge of the working of the several departments, than can be given at this time, will be obtained from the annual reports, which will hereafter be presented for your consideration by the proper officers.

#### FINANCES.

The financial condition of the city is a matter of the deepest importance and interest to our fellow-citizens, and is one which should never be lost sight of by the city government. Its present condition should be well understood, as we commence our official career. The following facts, in a con-

densed form, will suffice for the present occasion ; but, for the convenience of reference, the full report of the Committee on the Reduction of the City Debt will be appended to this address, after the manner of my predecessors in office.

The outstanding funded and unfunded debt of the city, of all kinds, December 31, 1867, as reported to the City Council at its closing sessions by the "Committee on the Reduction of the City Debt," amounted to \$13,645,336.24 ; to which is to be added a loan, passed by the City Council since that date, of \$65,000 ; also the debt of the city of Roxbury, which we have assumed by the act of annexation, namely, \$991,456, — making a total of \$14,701,792.24.

If from this amount of \$14,701,792.24, we deduct \$712,500, gold bearing bonds, which became due January 1, 1868, and were drawn for by the Auditor of Accounts, and charged off on his books, and which have nearly all been paid by the Treasurer, we shall have the total funded and unfunded debt of the City of Boston with its annexed territory of Roxbury, on January 6, 1868, of \$13,989,292.24. There is in the treasury a "Sinking Fund" for the redemption of this debt, in charge of the "Committee on the Reduction of the City Debt," which amounts to \$3,986,780.73. Deducting this amount

from the total outstanding debt, leaves the *net* debt, \$10,002,511.51.

During the present financial year \$886,700.00 of the city debt fell due, all of it payable in gold, and nearly all bearing six per cent. interest. Provision was made at the commencement of this financial year, for the payment of this large amount of debt which became due by taxing for the premium to purchase the gold, and drawing on the "Sinking Fund" for the amount required over that taxed for said fund, viz: \$400,000. The only six per cent. bonds, payable in gold, now outstanding, are those held by the Trustees of the Public Library, amounting to \$92,000. The "Committee on the Reduction of the City Debt" have also purchased, during the year, \$60,500 bonds in anticipation of the time they were payable.

No large amount of the debt of the city will fall due until the financial year 1870-71, when there will be \$891,200 to be paid, and in 1872-73, \$1,955,711.11. The "Sinking Fund," it is confidently believed, can be relied upon to pay off these large amounts, without recourse to renewals of these loans.

The credit of our city never stood higher in all the money centres of the world, than it does at this

present moment. We have not been obliged to borrow any money in the market since October 10, 1866, as the "Committee on the Reduction of the City Debt" have invested a portion of the "Sinking Fund" in the bonds of the city, as issued by the Treasurer, and have made temporary loans to that officer when required.

The credit of the city is sustained, in a great degree, by the fact — well known in financial circles — that the amount required annually, to defray the current expenses of the government, and the interest and premium on the debt, is raised by taxation, and that we only borrow money for extraordinary and permanent undertakings. It should be borne in mind, however, when borrowing money, that every \$1,000,000 increase of the debt, adds to the amount of taxes each year \$60,000, the amount necessary to meet the interest thereon; and that the amount now required to be taxed annually to meet the interest and premium account is over \$1,000,000.

The balances of appropriations and the Reserved Fund remaining on hand, will, we are assured by the Auditor of Accounts, be sufficient to meet the ordinary expenses of the government for the balance of this financial year, terminating April 30, 1868, without being compelled to borrow, for the purpose.

## ASSESSORS' DEPARTMENT.

The accompanying facts in relation to this department, which supplies means to the treasury for the general expenses of government, will be found worthy of your attention.

**LEGAL DECISIONS.** During the past year two important decisions of the Supreme Judicial Court were given in favor of the city. The first of these settled a point of great interest to the mercantile community; and was to the effect, that, under the laws of the commonwealth, members of a firm doing business in Boston, and also in other States, are taxable by the city for their property held out of the State, although it may have been taxed by the State in which it is employed. The second decision maintained the right of the city to tax shares of the national banks situated in Boston held by the residents of the city. An appeal from the assessors, by citizens who hold stock of this character in banks out of the State, has, within a few weeks, been decided in favor of the assessors by the Board of Aldermen, acting as county commissioners; the courts, however, will probably be called upon to adjudicate this new issue.

ABATEMENT OF TAXES. The taxes abated at this time represent a valuation of \$6,300,000, equal to 1.42 per cent. of the whole valuation of the city; at the corresponding date last year the abatement was 1.27 per cent. A similar increase of abatement has been noticed in some of our neighboring municipalities, and might fairly have been expected from the depressed condition of business at this time.

NEW LAW. Since the year 1860, the commonwealth, in selling its land west of the public garden, has given the purchaser the option of taking a deed of conveyance, or a bond for a deed; and in most instances the bonds have been taken in preference to the deeds. The land thus held could not be taxed by the city, as the fee was in the commonwealth. Although the bonds were for the term of three years, nevertheless, on various pretexts, the deeds of some of the lots had not been taken when twice that time had passed since the selling of the land. A great inequality of taxation among the owners of lots, and the loss of a large amount of property to the city valuation, was the result of this. To remedy this evil, the legislature has provided (chap. 101 of 1867) that land sold in this manner shall be free from taxation for the space of three years, but after that time shall be taxable whether deeds are taken or not. Under

this law the assessors have, during the year just past, been able to assess upward of \$700,000 upon real estate that otherwise would have escaped taxation ; and they will, in the future, be able to tax this property upon a basis that will put all purchasers of the commonwealth's land upon an equal footing.

**RATE OF TAXATION.** The rate of taxation for the year 1867 was \$15.50 on each \$1,000, being an increase over that of 1866 of \$2.50 on each one thousand dollars. Of this rate \$3.94 was on account of the State, and \$11.56 on account of the city and county. In 1866 the rate for the State was \$2.45, and for the city \$10.55. The rate of taxation in the city of Roxbury, which has now become a part of Boston, was for the year 1867 \$19.00 on each one thousand dollars ; and in 1866 \$16.00. Of the rate for the year just passed, \$4.28 was for the State tax, and \$14.72 for city and county purposes.

**VALUATION OF BOSTON AND ROXBURY.** The valuation of the two cities for 1867 was as follows :

Boston,	Real estate,	\$250,587,700	
	Personal estate,	\$194,358,400	Total, \$444,946,100
Roxbury,	Real estate,	\$18,265,400	
	Personal estate,	\$8,286,300	Total, 26,551,700
	Total value, real and personal,		\$471,497,800

In 1866 the valuation of the two cities was:

Boston,	Real estate	\$225,767,215
	Personal estate,	\$189,595,130 Total, \$415,362,345
Roxbury,	Real estate,	\$17,769,000
	Personal estate,	\$7,759,600 Total, 25,528,600
	Total value, real and personal,	\$440,890,945

In Boston the increase of valuation of 1866 over 1865 was at the rate of  $11\frac{3}{4}$  per cent. on real estate, and  $11\frac{1}{2}$  per cent. on personal estate; that of 1867 over that of 1866 was 11 per cent. on real estate, and  $2\frac{1}{2}$  per cent. on personal estate. The increase of valuation in New York for the purpose of taxation of 1866 over 1865 was at the rate of  $11\frac{3}{4}$  per cent. on real estate, and 42 on personal estate; that of 1867 over that of 1866 was at the rate of 15 per cent. on real estate, and 7 per cent. on personal estate. These figures would seem to indicate that real estate, which rose but slowly under the derangement of the currency to its present high value, shows but little tendency to recede; while personal property, which responded so quickly to the issue of paper money in augmentation of prices, recedes rapidly as the currency approaches the specie basis, or as business becomes depressed.

The annexation of Roxbury has added to our population about 30,000, and an area more than

one-third larger than Boston proper, and two-thirds the extent of the twelve wards that existed before annexation. The method of assessment, which has heretofore existed, substantially unaltered for many years, was materially changed by the City Council of the last year in their closing session. The city had unquestionably outgrown the system under which it had been acting. Each year made it more difficult to bring the work to a close within the time required by the ordinance. The Board of Assessors and Assistants under the old town organization, and for many years under the city charter, consisted of twenty-seven members. By the addition of the Roxbury Assessors, it would have consisted of about fifty members. The Board had become too cumbersome to successfully cope with a work of great magnitude, which, from the nature of the case, must be performed with expedition and within a limited time. Without venturing an opinion upon the merits of the new ordinance, it may be proper still to inquire if the change accomplishes all that now is, or soon will be, needed to make the administration of the affairs of this important department as efficient and economical as possible.

In the year 1867, Boston and Roxbury combined paid \$1,807,850 of the five millions tax levied by

the commonwealth. We are assured by the Governor of the commonwealth, in his annual message to the legislature on the third instant, that it can hardly be possible that the State expenditures of the current year will require a State tax exceeding two millions of dollars. In the ratio of the last year, the portion falling to Boston would, therefore, only amount to \$723,140.

#### PUBLIC LANDS.

The public lands belonging to the city are under the care and management of a joint standing committee, composed of three Aldermen and five members of the Common Council, and in the special charge of a Superintendent. During the year just passed the sales have been as follows:—

South of Dover Street . . .	113,822 sq. feet for \$97,713.31.
At South Boston . . . .	76,762 sq. feet for \$42,225.72.

The total sales during the year amounted to 190,584 feet for the sum of \$139,939.03. The expenditures of the department for the same time, including the setting of edgestones and paving of sidewalks, have been \$9,495.25. Most of the sales of land at the south part of the city, have been upon South Bay, and for mechanical purposes, a portion of this ter-

ritory having been set aside for such uses; and the price per foot was largely in advance of that obtained in previous years. The sales at South Boston have been larger than during any previous year, and better prices have also been obtained for the land. The land at City Point has come into demand, and it is predicted that not many years will pass before the public lands situated there will be covered with handsome dwellings.

The land in charge of the committee at the present time is as follows; —

South of Dover Street	.	.	.	830,646	square feet.
South Boston	.	.	.	770,041	" "
East Boston	.	.	.	5,000	" "
Making a total of					1,605,687 square feet.

The city has, also, at the south part of the neck, and upon the Back Bay, six reserved lots, containing 135,087 square feet.

#### WATER WORKS.

The enterprise of supplying pure water for the benefit of its citizens is the most important one that the city ever entered into, both as regards the universal benefit derived therefrom, and the debt created thereby, amounting to \$7,114,709.14 on the first of May last,

and which will be largely increased the present year; as you will be called upon for a further appropriation of five hundred thousand dollars to complete the Chestnut Hill Reservoir. This work, although managed in an able manner, will far exceed the estimated cost; but when completed, the benefit resulting therefrom, will fully compensate for the large outlay. During the past year considerable progress has been made towards the completion of this reservoir; and with the same continued energy, another year will nearly complete this vast work, which is in progress of execution in a manner highly creditable to the city, as well as to those who have it in charge.

The annexation of Roxbury will require that portion of our city to be supplied with water at as early a day as it can properly be done, and is absolutely demanded; and you will be called upon for an appropriation to defray the expense of laying the pipes, and the erection of a distributing reservoir for this locality.

The income from this department has not been sufficient to meet the interest on the cost of the works and the running expenses; but, as the interest on the cost of the works is now payable in gold, it is fair to presume that on the return to specie payments, the income will be ample for this purpose.

The total number of water takers, now entered at

the office of the water registrar during the year, is 28,429, being an increase, since Jan. 1, 1867, of 745; the estimated amount of income from the sales of water for the year 1867 was \$500,000; the total income received to date is \$521,006.37; the estimated income from the sales of water for the year 1868 is \$550,000.

#### POLICE.

This department is rightly considered as of the utmost importance in managing the affairs of the city. To arrest criminals, recover stolen property, and bring offenders to justice, is only a small part of the duty of a good and efficient officer. The prevention of crime by the preservation of peace, and the protection of property by constant vigilance, are among his first duties. Through the Police Department the laws should be enforced, and order enjoined. In order to secure the accomplishment of these, the force should correspond with the magnitude of the objects to be attained and the work to be accomplished. To preserve order, officers should themselves be orderly. Decency and decorum should always be observable, and always is in a good patrolman. Boston is fortunate in her police arrangement, and has the reputation of standing in this respect as high as any of the cities in the union.

The police force now consists of three hundred and forty-four men, having been largely reduced from that of the previous year. This has made the duty of the patrolmen more onerous, although it has saved some expense to the city.

On our accession to office, we find nine police districts with three hundred and forty-four men, or one police officer to about five hundred and eighty inhabitants. Roxbury, as it comes to us, has a force of thirty men, or about one officer for one thousand inhabitants, and a very large territory for each patrolman to visit in the discharge of his duty. Other cities have many more police officers, proportionally, than does ours. The size of the Highlands is such, that the territory should, for convenience, be divided into two districts, perhaps by a line running through Shawmut Avenue, and the force should be enlarged to conform with that of the old nine districts. If this should be done, it will be necessary to provide another station house near the Dorchester line, for the accommodation of the eastern district, the western being pretty well provided for by the present station house in the basement of the city hall on Dudley Street. The surplus appropriation of last year will probably be sufficient to provide for the erection of a new station house, if in your judgment a separate building is required for the easterly district.

During the year 1867, there have been 19,120 arrests, an increase in number of 1,165 over that of the previous year. The aggregate amount of imprisonment has been 1,424.75 years; and the amount of property reported as recovered, \$124.020.

#### PUBLIC HEALTH.

During the year that has just passed, no unusual sickness has prevailed, the city having been most remarkably spared the unwelcome visit from any of the ordinary epidemics or malignant diseases in any degree to cause alarm. The streets have been kept clean, and the usual nuisances, which produce the common annoyances to the citizens, have been promptly abated when made known to the department. The free baths, under their admirable and judicious management, have proved, as in the first year of their establishment, of incalculable benefit; and have undoubtedly produced much good influence in preserving health by securing cleanliness. The baths were free for public use during the four months preceding the 28th of last September, and in that time were used 807,201 times. The experiment of public bathing, as tried during the last two years, has been eminently successful as a sanitary measure, and has met the approval of all who have given attention to the subject.

## PUBLIC SCHOOLS.

The public schools have ever been the pride of Bostonians. From our earliest history our fathers have felt a deep interest in their welfare. The first record in our archives relating to the free schools bears date as early as the year 1635, when Mr. Philemon Pormort was entreated to become schoolmaster for the teaching and nurturing of the children. Since that time, the records abound in orders for the well-being of the schools, and nothing has been left undone that could advance their standing or increase their usefulness. Tuition commences with the first elements of instruction, carries the pupil through all the stages of schooling, and finally leaves the boy fit for the counting room or college, and the girl to be a teacher. There are five high schools, twenty-one grammar schools, and two hundred and fifty-nine primary schools, making two hundred and eighty-three in all. These are managed by sixty-seven male, and five hundred and sixty-three female, teachers. The whole number of school-houses owned by the city is about seventy-two, and many schools are kept in hired apartments. During the past year there were, of all grades of pupils, about 25,126. Two large school-houses are now in progress of erection;

and others undoubtedly would be urged as needed, were the finances of the city, and the monetary prospects of the country, in a condition to warrant the outlay of large sums of money. As much as these buildings seem to be needed, it is hoped that the City Council will pause before it launches forth again into any new enterprises involving large expenditures of money.

In consequence of the annexation of the Highlands, there have been added to our list of schools, one high school for boys and girls, one grammar school for boys, another for girls, and two for boys and girls, and one other small school for both sexes. There are about fifty primary schools in the newly acquired territory. The number of pupils attending these schools is not far from five thousand. Within a short time the city government of Roxbury, almost the last official act of that municipality, authorized the building of another grammar school-house; and it will be incumbent upon us to see that the engagements of that city, now that its corporate powers have terminated, are fully carried out.

Owing to the ill consequences of the emulation caused by the medal system in the grammar schools for girls, the awarding of the city medals for girls was discontinued last year, and diplomas of graduation given to all the girls on their faithful com-

pletion of their school course. For the same reason no more Franklin medals for the boys of the grammar schools will be given out; but, to industrious, well behaved and meritorious graduates, will be awarded, in their stead, proper certificates. The income of the Franklin fund for medals, which yields only fifty dollars a year, will, however, under the direction of the standing committees on the Latin and the English High Schools, be awarded to the meritorious scholars of their respective schools, it having been determined by the school committee that the medals could not well be discontinued, and that the influences would have very little effect upon the maturer class of pupils attending these schools.

During the past year two schools for licensed minors were established under the supervision of the school committee. These contain about one hundred and forty pupils, who are required to attend school, at least two hours each day, during the school year. These boys ply their various vocations during a portion of the remainder of the day, such as blacking boots, selling newspapers, and pursuing other callings in the streets. Much good has already resulted from this provision of the city government; and, undoubtedly, as the system of teaching the boys of the street is more generally enforced, more beneficial results will be apparent.

## PUBLIC LIBRARY.

The Public Library necessarily stands at the head of our educational institutions. It furnishes the material whereby all classes of our community may be entertained and instructed. It teaches the master as well as his pupil. No person is so wise or learned, that he cannot find there books which will make him wiser and more learned; and none so ignorant, that he cannot obtain there the elementary knowledge suited to his first beginnings. The popular portion of its collections continues to be largely used, and the reading room increases in public favor.

From its foundation to the present time, the Library has been greatly indebted for its support to the liberality of the appropriations made by the City Government. It is proper to say, that, in my judgment, this money has been well bestowed. The value of such an institution is not to be measured by any money standard. It stands as a monument of the civilization of Boston.

When the Library was opened in Mason Street, in the year 1854, it contained 22,617 volumes. By the last enumeration, it had 135,981 volumes, being an increase in fourteen years of 113,364 volumes.

During the last year it circulated 208,963 volumes. An institution which, since its foundation, has loaned over 1,900,000 volumes, may well be said to have more than fulfilled the reasonable expectations of its friends. Having been officially connected with it from the laying of its foundation stone to the present time, it has been a recurring source of gratification that it was placed in the midst of a community which so readily appreciated its worth.

#### STREETS.

FORT HILL. Oliver Street has been widened and graded during the past year, from Milk Street to Broad Street; the whole expense of which, with the cutting down of the street, is to be assessed under the special act of 1865. Hamilton Street was widened and graded by a Resolve passed January 5, 1867; but nothing has been done to the street by the city, on account of there being no place as yet provided for the deposit of the earth; and it is sufficiently apparent that the whole improvement of cutting down the Hill has not been carried forward on that account. The other portion of the improvement besides Oliver Street, will have to be done under the "general betterment law;" by which the city can assess one half only of the

benefit that will accrue from the improvement to any abutting estate. It is estimated that the whole improvement will cost the city, after making the assessments under the betterment law, about \$500,000.

**HANOVER STREET.** A Report was submitted to the Board of Aldermen, in November last, in reference to the widening of this street. The project was considered as of much importance by the committee, who came to the conclusion that the street should be widened throughout its whole length ; but while they expressed themselves as unanimously in favor of the proposed improvement, they recommended the subject to the early attention of their successors.

**FEDERAL STREET.** An order has passed the Board of Aldermen for widening this street between the foot of Summer Street and First Street, in South Boston, to seventy feet ; but it has not as yet passed the Common Council.

**TREMONT STREET.** The proposition to widen this street in its extent between Boylston Street and the Boston and Albany Railroad Bridge to sixty feet, at an estimated cost of half a million of dollars, including the raising of the grade of a portion of the street,

was delayed in consequence of the City Solicitor having given the opinion that this street should not be widened until after the property on the Church Street district has been taken by the city; for the reason that the property on that portion of the street, south of Pleasant Street, had better first come into the possession of the city, under the Church Street act approved by the Governor on the first day of June, 1867.

BROADWAY. The Board of Aldermen of the past year passed an order for the extension of Broadway to Albany Street, at an estimated expense of \$800,000. In this the Common Council non-concurred with the Board, and referred the subject to the present city government.

These projects will, in their natural course, come before you for action; and it behooves you to give them your most patient attention, and unbiased consideration.

#### PAVING.

The amount of work done by the department during the past year has been unusually large, owing to the necessity of replacing a large amount of worn-out round-stone pavement with new and superior material;

of repaving a large number of streets where the same kind of pavement had become defective and unsafe for travel; in consequence of requirements caused by the growth of the city in South Boston, in the southerly wards, and upon the Back Bay, and the acceptance of streets upon the last-mentioned territory, which required a considerable outlay of money; and also owing to the necessity of keeping in thorough repair and safe condition for travel, the streets in other portions of the city. It has always been a source of just pride to the City Government, as well as to the citizens at large, that the public highways of Boston have been maintained in better condition than those of any other large city of the Union; and it has been necessary to keep up this high standard in order to compensate to a certain extent for the many disadvantages occasioned by our crooked, narrow, and over-crowded thoroughfares, that the natural courses of traffic and business should not be impeded.

Under the proper head of paving, the following amount of work has been done, viz: 45,000 feet of edgestones have been set, and 27,571 yards of round-stone have been repaved; 10,440 yards of new round-stone, 9,918 yards of new blockstone, 19,750 yards of sidewalk, and 2,100 yards of new crossings have been laid. A force of twenty men has also been employed

during the summer months repairing defective places in the streets.

Of important work performed, it will only be necessary to particularize the paving with new small-granite-block pavement, Exchange Street and portions of Oak, Kingston, Washington and Commercial streets; the repaving of portions of Commercial, Congress, Second and Orange streets; the work done on Brookline, Pembroke and Canton streets, west of Tremont Street, and that on Warren Avenue and Appleton and Clarendon streets; and the widening and grading of Richmond Street between Hanover and Salem streets.

In addition to the business coming particularly under the head of paving, the department has also carried on the following work for which special appropriations were made, viz: the raising and grading of Dedham Street; the extension of Albany Street from Troy Street to the Dover Street Bridge; the building of a new bridge over the tracks of the Boston and Worcester Railroad at Albany Street, and the grading of Oliver Street, Washington Square and Belmont Street.

In fulfilment of an agreement made between the city and the abutters on Dedham Street, between Shawmut Avenue and Tremont Street, that street

has been raised to the high grade; in the accomplishment of which, the houses have been either torn down, raised, or rebuilt by the owners, they receiving a certain sum in compensation for damages, and the streets, cellars and lots filled up by the city. The cost of this work amounted to \$20,712.

The extension of Albany Street, from Troy Street to the Dover Street Bridge, authorized by the Board of Aldermen, on the tenth of September, 1866, is nearly completed. This work included the building of a sea-wall, two hundred and seventy-one feet in length, and the filling up and grading of the same length of street eighty feet in width, and about sixteen feet in depth. The cost of the wall, which was completed in July, amounted to \$13,005, and the cost of the filling and grading (nearly completed) to \$10,397. In July the Committee made a contract for the erection of the stone abutments and retaining walls, containing about twenty-six hundred cubic yards of stone work, for the Albany Street Bridge. These abutments are completed, and Messrs. McKay and Aldus, of East Boston, are now erecting upon them a new wrought iron lattice bridge. The abutments and bridge are of superior workmanship, and will compare favorably with any work of the kind erected in Boston and its vicinity.

The grading of Oliver Street, Washington Square, and Belmont Street, which was authorized by a special act of the Legislature passed in 1865, has been prosecuted as rapidly as circumstances would allow. The grading of the streets was completed on the twenty-fourth of December, and the earth removed, amounting to about 68,000 cubic yards, was used principally for the extension of Albany Street, and the filling in of the flats lying between Albany Street and Harrison Avenue, Troy Street, and the Dover Street Bridge. A strip of land lying on the southerly side of the bridge, and owned by the city, has also been raised from the same source. The cost of the grading of Oliver Street, Washington Square, and Belmont Street, has amounted to about \$49,000.

The duties of the Superintendent of Streets, as defined by the City Ordinances, are "to superintend the general state of the streets, to attend to the laying out, widening, elevation, and repairs of the same," etc. He acts under the general direction and control of the Committee on Paving, and to this Committee are referred all matters relating to the names and numbers of streets. There are in the City of Boston five hundred and seven streets, and four hundred and eighty-nine courts and places. In addition to these, there are in the newly acquired

property on the highlands, one hundred and seventy-seven streets and one hundred and one courts and places. Of this number, eighty streets, and forty courts and places, bear the same names as those of Boston proper. This duplication of names will cause hereafter no inconsiderable annoyance and inconvenience, and it is respectfully suggested that a careful revision of the same be made, with an alteration, perhaps, of a portion in each locality. The changing of the names of streets is a matter, however, not to be acted upon hastily, nor without good and sufficient reasons. In the older portions of the city the names of the streets have, to a certain extent, historical interest, and cannot be changed without destroying associations connected with the past. Of the streets in existence in 1722, very few retain at the present day their original names; and the memory of many of the prominent benefactors of this ancient metropolis have been sacrificed by the inordinate desires of unthoughtful and ungrateful persons.

## SEWERS.

The only portion of the city which suffers from defective drainage is that formerly lying on the borders of the Back Bay, the larger part of which is known as the "Church Street District," and which has been

under the consideration of successive City Governments for some years. It is expected that under the powers given by the Legislature, or by other means, that measures can soon be taken to raise the grade of that portion lying north of Tremont Street. When this has been successfully performed, the grade should be generally raised as far south as Dover Street.

The Commonwealth and the Boston Water Power Company, who are the owners of the new territory upon the Back Bay, have carried out expensive and satisfactory works for the drainage of their respective lands, as had been previously agreed upon with a committee of the City Government.

The city of Roxbury, for the last two or three years, has spent large sums annually for drainage purposes, and probably much work of this character will not be required, until after the introduction of water, for that part of the city.

#### LAMP DEPARTMENT.

The Lamp Department of the city, is one of great importance to the community, the lighting of the streets being not only a convenience to the public, but a great protection to persons and property. The fact that many of the large cities in this country, cause their streets to be lighted every

night during the year, has brought out many unfavorable comments upon the system of this city, and the present government have so far taken the subject into consideration, as to cause the system of lighting all night, to be adopted during the winter months, say from October 15th to April 15th. This change in the system has added to the expense of maintenance of the department some thirty thousand dollars, but has given universal satisfaction to the public, so far as the Superintendent can learn. The expenses of this department are very large, the appropriation for the present financial year, ending on the 30th of April next, amounting to two hundred and fifty thousand five hundred dollars, an amount which it is believed will be ample for the year. The largest portion of this large sum is expended for material consumed and for labor. The estimate for 1867 — 1868, being as follows: For gas, \$161,690.42; for fluid, \$23,719.94; lighting and care, \$38,053.99; Total \$223,464.35.

#### FIRE DEPARTMENT.

During the past year the usual number of fires and alarms have occurred in the city; and yet no serious conflagration has taken place involving great losses of property. This may be attributed to the

promptness and efficiency of the officers and members of the department. The losses have been much below the average. The department exhibits strong evidence of improvement during the past year, both in its fire apparatus and also in its houses. The men connected with it feel much pride in keeping everything in good condition, and the emulation that exists is healthy and commendable. The excellent accommodations of the house on Mount Vernon Street, and the new building on Salem Street, have excited a strong desire on the part of the men connected with some of the engines to have better accommodations, and more comfortable quarters for themselves. Especially to be condemned are the present quarters of the steam-fire engine in Scollay's building; its stable and apartments are contracted, uncomfortable and prejudicial to the health both of man and beast. When it is considered that this company are noted for their promptness, and that they have their apparatus in the most thickly built part of the city, where the buildings are the most costly, it would seem proper that their necessities should be relieved at the earliest possible time that funds can be spared for the purpose. The report of the Chief Engineer will soon be placed before you, and to the statements to be made therein, your

attention is particularly called. The increase of our territory, by the annexation of the late city of Roxbury, will require your immediate attention, in making at least some provisional arrangement by which the department may be continued, until some proper arrangement can be matured.

#### FIRE ALARM TELEGRAPH.

This is regarded as one of the most useful departments of the city. The system has been improved during the past year by the renewal of wires, and the addition of several signal boxes and bells. Ours was the first city in the world to adopt the Fire Alarm Telegraph, and the original system has been largely extended and improved; there are, however, still other desirable changes to be made, suggested by our own experience and that of other cities, which it is hoped will have your careful consideration. The Highlands comprise the only portion of the city destitute of the Fire Alarm Telegraph; and, consequently, will have, at the earliest convenience, to be furnished with the proper apparatus.

#### PUBLIC BUILDINGS.

The usual number of buildings have been commenced during the past year. The work of the

department has been about the same as in previous years. The building requirements of a growing city, like ours, are always numerous. A school-house in Richmond Street, for primary school purposes, has been completed during the past year. This contains fourteen rooms, and cost \$60,000. Its accommodations are very satisfactory. Contracts were made also for the erection of a grammar school-house in Ward 7, containing twelve rooms and a hall. This will be ready for occupancy on the first of next March, and will cost, including the necessary furniture, about \$75,000.

Two estates contiguous to the Wells school-house lot have been purchased, and contracts made for the erection of a new school-house, which will contain twelve rooms and a hall; and which will be finished about the first of September, and will cost, including land and furniture, about \$106,000. Land has been purchased on Salem Street, and contracts made, for building a new house for Hose Company No. 1. This will be ready for use about March 1st, and will cost \$22,000. A building is in progress in Ward 12, containing accommodations for Engine No. 1, an armory for Co. E, 1st Regiment, a schoolroom and a wardroom for Ward 12. This

will be ready on the first of April next, and will cost, including land, about \$38,000.

A lot of land has been purchased on Paris Street, East Boston, for a new grammar school-house, to take the place of the Lyman school-house, a portion of which will be occupied for a wardroom. In 1865 a lot of land, situated on the corner of Hawkins and Sudbury streets, was purchased at a cost of \$66,211.50, and, during the past year, contracts have been made for the erection thereon of a building for a "Central Charity Bureau and Temporary Home for the Destitute." The building will be completed about the first of October, and will cost, including furniture, about \$125,000. A portion of this amount has been contributed by citizens.

#### PUBLIC INSTITUTIONS.

The city has, from time immemorial, been noted for the excellent care it has taken of its poor, and for its humanity towards those whose errors have led them into crime. The public institutions at Deer Island—the Almshouse, the house of Industry, the two Houses of Reformation, one for boys and the other for girls—have, under the able management of their Boards of Directors, been conducted prosperously during the past year. It is a source of deep

regret, however, to those interested in the welfare of their inmates, that the worthy poor are obliged to be cared for under the same roof with the vicious and dissolute.

The House of Correction at South Boston continues to be a standard institution, and is now earning two-thirds of its annual cost of maintenance. The introduction of a new business, the manufacture of shoes, will undoubtedly be of pecuniary benefit to the institution, and do much toward making it self-sustaining.

As unpleasant as the subject may be, it is impossible to refrain from expressing an opinion, founded on personal knowledge, that the Hospital for the Insane, at South Boston, is far below the standard of what should be expected of such an enlightened community as ours. The building is inconvenient; its inmates, who are not responsible for their actions, are huddled together for want of separate apartments, the system of classification rendered impossible, and the danger from fire imminent. Indeed, the construction of the internal arrangements of the building is such, that, in case of fire, a most fearful mortality would certainly be the result. Your careful attention is called to these facts; and it is your duty to see what can be done to free the city from

the imputation that would follow any such calamity, which the excellent Superintendent and his assistants would be unable to avert, and for which they should not be held responsible. The condition of the times will not warrant our entering into any costly enterprise for the required relief, but our character as a philanthropic people should never allow us to neglect the worthy poor, bereft of reason.

#### OVERSEERS OF THE POOR.

Although much larger sums are disbursed by other departments of the government, there are none which demand a more considerate attention than the boards which administer the charities of the city. The institutions at Deer Island and South Boston have already been spoken of. By our system, the administration of out door relief is in the charge of the Overseers of the Poor.

An important change, as you are aware, was made in 1864. In the year 1862, it was found that the expenditure had largely exceeded the appropriation for 1862-3, amounting to more than \$90,000. The subject was brought to the attention of your predecessors. The next year the appropriation was reduced to \$39,000. In July 1864, pursuant to an Act passed in the preceding April, a new board was organized, the opera-

tion of which had proved in a high degree satisfactory.

Under the present system, all applications for relief are carefully investigated, and the information obtained is preserved for reference. No relief is afforded without such investigation, and it is believed that this caution tends both to discourage impostors, and to secure to the deserving poor as large a measure of relief as the law allows. From an examination of a carefully prepared table of the statistics of the action of the board since its re-organization, (and I am not aware of any complaint that the obligations which a liberal construction of the powers of the board impose in the administration of charity are neglected,) it appears that, notwithstanding the increase in the cost of the necessaries of life, the expenditures for this purpose are still much less than they were previous to 1862.

The new board have recommended the adoption of a system by which private and public charity may be combined, and made to co-operate, so that the one may supplement the other without interference. The administration of the latter is limited and controlled by law, and cases often arise which are not thus provided for. But, if that class of cases can be referred to other sources, it is hoped that,

without passing beyond the limits of our legal powers in the administration of funds collected by taxation, no persons who ought on the broadest grounds of benevolence to be assisted, will be unprovided for.

With a view to this purpose, it was proposed that a building should be provided, in which overseers of the poor, together with such charitable associations as the City Council should designate, might be accommodated, and act together by mutual consultation and aid.

Private contributions to the amount of nearly \$17,000, have been made for this purpose; and by an order passed on the twelfth of July last, the City Council authorized the erection of a building to be used for this purpose, as well as for the Temporary Home heretofore established in Charles Street, which it was thought advisable to unite with this Central Charity Bureau. Plans have been adopted, contracts made, and the construction of the building commenced; and before the present municipal year closes, it will be completed.

The annexation of Roxbury will increase the business and expenditure of this department; and, in connection with this change, it has been suggested that it may be advisable to separate the Almshouse proper—designed for the accommodation of the poor

— in situation and government, as it is already in other respects, from the institution designed for the criminal classes.

The reluctance of many, who would be far better provided for in the almshouse than in the wretched dwellings which their narrow means allow them, to accept the comforts it affords, is increased by the unfounded impression that they are to be associated with criminals, while this feeling is shared to some extent by their friends, and those who assist them. It is worthy of consideration, whether it is not advisable to prevent even the suspicion of such association, and to do all in our power, without discouraging the honorable pride which keeps many from becoming applicants for public charity, to remove the fancied stigma which interferes with the administration of our system of charity, and may prevent many from enjoying the relief it affords. Having no specific recommendation to offer in reference to this subject, it must suffice, for the present, that it has thus been brought to your notice. It has already engaged the attention of directors of public institutions, and of the Overseers; and any recommendations from these boards should receive your careful consideration.

The number of new cases examined in 1867 is 903, and that of new and old aided is 1,961. During

the year 1867, there has been expended for relief to the first day of December, by cash, \$11,569.13 ; for fuel, \$5,989.88 ; for groceries, \$8,780 ; paid to other cities and towns, \$1,907.09 ; paid to Temporary Home, \$6,856.11 ; for burials, \$1,404.42 ; for transportation, \$106.47. The total amount of trust funds at the close of the year amounted to \$198,280.19 ; to which may be added the amount expended on the Searston Charter House, \$29,332.46, making a total of \$228,-612.65. The number of persons employed by the overseers, are one secretary, two clerks, and three visitors.

#### STATE AID.

Under the provisions of the acts of the Legislature, approved April 23, 1866, and April 11, 1867, the payments of State aid are still continued at the relief office to disabled soldiers and sailors, and to the families of those killed in battle, or who have died of wounds, or disease contracted in the service. The amount of money paid out since the office was opened in 1861 is nearly fifteen hundred thousand dollars. The number on the rolls, on the first of January, 1868, of those entitled to receive State aid, is 1,232. By the annexation of Roxbury will be added about two hundred more, making in all about

1,432. The amount of money required then, during the present year, will be about \$116,000, provided no alteration is made in the State aid act.

#### CITY HOSPITAL.

This institution has extended its benefits to a large number of the deserving poor of our city. The number of patients in the Hospital on the first of January, 1867, was 163, and there were admitted during the year 1,534, making in all 1,697. During the year, 1,407 were discharged, and 149 died, in all, 1,556, leaving 141 remaining in the Hospital on the first of January, 1868.

In addition to the above, 7,015 persons have been treated as out-patients — showing an increase in this particular of more than one hundred per cent. over the previous year. The whole number of persons treated by the medical staff since the opening of the Hospital in June, 1864, is 16,360.

The new building recently erected in connection with the Lodge, is designed for the treatment of out-patients, and will add greatly to the convenience of the Hospital; while the rooms, thus vacated in the medical pavilion, will furnish accommodations for the increased number of patients, that may be expected to seek admission from the Highlands of

Boston just annexed to the city. During the term of the Medical School of Harvard College, lectures are delivered at the Hospital twice in each week. These have been fully attended by the students ; and, in connection with the clinical instruction given, have proved to be valuable aids towards their advancement in medical and surgical knowledge.

#### CHURCH STREET TERRITORY.

A bill, prepared by Hon. B. R. Curtis, authorizing the city to purchase or otherwise take the land and buildings on the Church Street territory, so called, was passed by the last legislature of the commonwealth. Estimates of the cost of taking the property were reported to the City Council, and a resolve was passed, to the effect, that, in the opinion of the City Council, the land and buildings should be taken under the provisions of the bill, the manner of laying it out to be determined hereafter. A description of the property to be taken has been nearly completed by the City Surveyor ; and it is for the present City Council to determine whether the orders necessary for the taking shall be adopted, or an amicable arrangement made with the owners for raising the territory in its present condition to grade.

## STATE LEGISLATION.

Under an order of the last City Council, application has been made to the legislature for an act to authorize the city to purchase or otherwise take the territory and buildings below grade, lying between Washington Street and Tremont Street. Petitions have also been presented to the legislature for the passage of acts to authorize the city to manufacture illuminating gas, and to give power to boards of health to regulate the construction of tenement houses. It certainly is very desirable that the city authorities should possess these powers; but when possessed, particular care should be had that they are judiciously used, so that no class of persons nor individuals should be oppressed, or put to unwarrantable annoyance.

## MOUNT HOPE CEMETERY.

The annual report of the Trustees of Mount Hope Cemetery, presented at the close of the last official year, shows that this important interest is in good condition. Much care of late has been bestowed upon the grounds, and it may be regarded as one of the most attractive cemeteries in the vicinity of Boston. The annual appropriations seem to have

been discreetly expended. With the annexation of Roxbury to Boston, the proprietors of Forest Hill Cemetery (belonging to that city), were induced to ask of the present legislature an act of incorporation as a private institution, Boston having already one public cemetery. To this, Roxbury actively, and Boston tacitly, has assented. This fact imposes greater necessity upon our city for care in the management of Mount Hope, as there will be a larger demand for lots by those whose choice it will be to be buried, at their decease, in this cemetery.

It has been noticed that it is now quite the custom for charitable institutions to ask of the city a gratuitous assignment of lots in the cemetery, for the burial of their dead; and it is a question how far this favor can be yielded without seriously trenching upon the space which should be reserved for the growing, and now largely augmented, needs of the city. It is the opinion of many that it would be far better for the Trustees, as in a recent case of application of this character, to charge even a nominal sum for lots, rather than to invite, by free tender, overtures from all the charities of the city, some of which have large funds, for the burial of their dead.

In this connection I desire to add, that an enlargement of this cemetery must soon be made to accom-

modate the wants of the city. An offer of land adjoining the same, on the west, has already been made by its owner. By its purchase, the cemetery would be nearly bounded by streets — a most desirable consummation — while the possibility of the land in question being divided into small house-lots, and sold to settlers who must inevitably be dispossessed ere many years, would be at once obviated. These suggestions are submitted for your careful consideration.

#### HARBOR.

One of the greatest interests of Boston is in the preservation of its excellent harbor. The encroachments upon its channels, which have been going on so rapidly during the present century, are in a fair way of being stopped, through the agency of the United States government, and that of our commonwealth.

Work upon the harbor was commenced by Major-General J. G. Foster in June last, an appropriation of \$300,000 having been obtained for the fiscal year, terminating on the 30th of June next. The work laid out by him consisted of building sea-walls for the preservation of the North Head of Long Island, for Gallop's Island, and for Point Allerton; the dredging of Lovell's Island Spit, Great Brewster Spit, and Upper

Middle Bar ; and the removal of Tower and Corwin Rocks. So far, no work has been done on any of the sea-walls at either Lovell's Island, Gallop's Island, or Point Allerton, on account of the delay and difficulty in procuring legal possession of the land. The title to the first-named point has not yet been secured ; in the case of the two last named, possession has, after much delay, been secured, and contracts will be made during the winter for the commencement of the work early in the ensuing spring.

No work was done at the Upper Middle Bar in consequence of the refusal of the contractor to comply with the terms of his contract.

At only two points has any considerable progress been made during the past working season, namely, at the dredging of the southwest point of Lovell's Island, where the contractor, Mr. A. Boschke, pushed forward the work very energetically ; and at the rocks, where Mr. George W. Townsend carried on the work quite successfully, by entirely removing Tower Rock and about one half of Corwin Rock, until the recent severe weather compelled him to suspend operations for the season.

At Deer Island, during the past two seasons, the work upon the sea-walls has progressed vigorously, under the direction of Maj.-Gen. H. W. Benham, and

to the complete rebuilding, as far as required, of the walls protecting Middle Bluff and South Bluff of that island. In place of the former dry stone wall, a strong mortar wall with concrete backing, sixteen to seventeen feet high, by eight feet in thickness, has been substituted to the extent of five hundred and forty feet at the middle bluff, and four hundred and forty feet, on the south bluff, making nearly one thousand feet of wall rebuilt in the past two years. And this, it is expected, will afford ample security against any further drift of gravel or bowlders, from these the nearest and most dangerous bluffs, which prolong the Deer Island spit, and reduce the width of the main entrance into the inner harbor. The wall at North Bluff of this island, about 1,740 feet long, upon which some repairs for 300 feet were made in 1865 and 1866, by the late Col. Graham, will, it is expected, be rebuilt next year, as far as the funds available will permit.

At Lovell's Island, a contract has been made, and the greater portion of the stone delivered, for the facing of a wall, eight to ten feet high, and about seven hundred and fifty feet long, required to protect Southeast Bluff, the drift gravel from which runs towards the Narrows of the main channel north

of Fort Warren; and for the construction of this wall and the work above referred to on Deer Island, the sum of about \$55,000 still remains available, and some \$36,000 additional have been asked for.

At Great Brewster Island, the main wall as originally planned, (which was commenced by Gen. Benham in 1849,) is now completed, for the protection of both the "heads" or bluffs of that island, though the funds did not quite suffice for the entire filling and the paving in rear of the wall of the north head. These sea-walls comprise about 2,740 linear feet of wall, from eighteen to twenty feet in height, and eight or nine feet wide, and appear to give a perfect protection to these bluffs, and a security against a further extension of Brewster Spit, very dangerous, and now about one and a quarter miles long, running directly upon the narrow channel at the eastward of Fort Warren. For the small amount of work needed to complete the wall of the north head, and for a short wall of two hundred and fifty feet to connect the walls of the two bluffs, and also to prevent the very possible rush of the sea between, and the division of the island in two, a further and final sum of about \$50,000 has been asked for, which will finish and close the whole work on this island; when, as it is believed, with the completion of the

other walls previously referred to, all the most dangerous "spits" or shoals, making from any of the islands towards the main channel (except perhaps the spit of Gallop's Island) will be secured against any future increase; and the safety of the channel against further detriment be assured.

Under chapter 354 of the acts of the late session of the legislature of the commonwealth, the State Harbor Commissioners were authorized to build a sea-wall to enclose the South Boston flats as far as Slate Ledge. Proposals for building the wall upon a plan and location designated by an engineer appointed by the Governor have been received; but as the cost greatly exceeds the amount appropriated by the legislature (\$200,000), no contract has yet been made. The present legislature will probably be asked to take such action as will enable the commissioners to build a wall upon a modified line, so as to admit of the construction of wharves and docks, payment over the amount of the appropriation to be made by the conveyance of flats.

Under chapter 93 of the resolves of 1867, a committee was appointed from members of the two branches of the legislature, and authorized to make contracts for filling the flats enclosed by the sea-wall. As the plan for the construction of the wall could

not be carried out without further legislation; the committee have not been able to make any contract for the filling. The specifications on which they have received proposals, provide that a portion at least of the filling shall be made with material dredged from the main ship-channel in front of the wall, to the depth of twenty-three feet below low water. This scheme of compensation, for tide-water displaced, will be satisfactory if the legislature pledges the State to remedy any injuries which may hereafter result to the harbor from the occupation of the flats.

It is the duty of the city government to use all proper means to prevent the adoption of any plan for filling up a portion of the harbor, which does not include a comprehensive system of compensation for any injuries which may accrue therefrom, without entailing expense upon the city.

Growing out of the proposed occupation of the flats are numerous schemes for uniting the various railroad lines entering the city, so that freight for export can be carried directly in cars to deep water on the South Boston shore.

Any scheme which shall afford encouragement for the transportation of freight from the West, especially from the Eastern terminus of the Pacific Railroad, should be heartily favored by the city government.

## EAST BOSTON FERRIES.

The accommodations for travel between East Boston and the city proper are not so satisfactory as the citizens desire and have a right to expect. A large sum—amounting to \$49,000—has been expended by the city in repairing the slips and landings formerly occupied by the People's Ferry Company, upon the understanding that they were to be leased, under certain conditions, for a nominal sum, to the East Boston Ferry Company. The repairs have been completed, and the Ferry Company have expressed their willingness to run boats between the slips whenever the city will grant them a lease. Certain restrictions, however, attaching to the landings on the East Boston side, have, up to this time, prevented the city from leasing them for ferry purposes. I am informed that there is a fair prospect of obtaining the releases at an early day.

The suggestion has also been made by gentlemen of standing and influence among our mercantile community, that, in view of the purchase of the Grand Junction property by the Boston and Worcester Railroad as a terminus for western and northern freight, and the organization of the Marginal Freight Railway, and especially in view of recent great ad-

vancements in civil engineering, the facilities for the transaction and growth of business and the general accommodation of the public travel, will soon, if they do not already, require the construction of a bridge, or some other substantial and reliable means of communication, between the city proper and the large ward of East Boston. It is a question involving greater interests than we sometimes, perhaps, acknowledge to ourselves; and this whole matter is, in my judgment, a subject well worthy of your most careful and attentive consideration; and we may be assured that any action in that behalf, which shall at the same time satisfy the reasonable wants of the public, and give the needed room for our expanding commerce, will meet the cheerful support of the community.

Your attention is urgently called to consider how these reasonable desires of business and the public can best be subserved, and to take some decisive action whereby the most speedy and permanent relief can be afforded.

#### ANNEXATION OF ROXBURY.

It may not be out of place, on this occasion of consummating the union of the two old municipalities, to revert to a few commonplace facts. It will be remembered, that the act of the legislature

of the Commonwealth, by which the annexation of the Highlands was brought before the legal voters of Boston and Roxbury, was approved by the Governor on the first of June, 1867; that it was accepted by the legal voters of the two cities by their decisive action on the ninth of September last, the vote in Boston standing 4,633 yeas against 1,059 nays, in Roxbury, 1,832 yeas against 592 nays. Although the union commences this day, nevertheless, one week is allowed the City Treasurer of Roxbury, under direction of the Mayor and Aldermen of that city, to hold their offices over, in order to transfer the property of their late city to our government. The act of annexation provides, by section eight, that the several police officers and watchmen that may be in office in the city of Roxbury, when this act shall take effect, shall thereafter continue in the discharge of their respective duties, in the same manner as if they were police officers and watchmen of the city of Boston, until others shall be appointed in their stead.

By an omission in preparing the act, no provision exists in relation to the Fire Department; I shall, therefore, at the earliest possible opportunity, present to the Aldermen for confirmation, certain appointments of special importance, connected with this department.

GENTLEMEN: Having, in a somewhat succinct and summary manner, reviewed the present condition of some of the most important departments and great interests, over which we have been called to watch during the coming year, let me ask you to pledge with me your best endeavors to earnestly and faithfully perform the duties of the several stations, upon which, under the solemnity of oaths, we are now entering. Let our resolves be firm, that no effort of ours needful for promoting the good of our city, the successful management of its prudential affairs, and the well-being of its citizens, shall be spared. Let us strive to carry on the municipal government of this renowned metropolis with honor to ourselves and advantage to our constituents, constantly remembering our great obligations, and keeping in view our weighty responsibilities. Let our intercourse with each other be courteous and harmonious, and let us avoid any hasty steps that may incite distrust of each other, and mar our intercourse and comfort. On my part, I assure you, nothing shall be left undone to make your labors easy, and render your official intercourse with me pleasant and agreeable. Upon me, as far as shall depend upon my humble abilities to perform, you may confidently rely; and you may rest assured that my most earnest desire will ever be, during the brief

space of time our lots are cast together, to co-operate with you in all things that may conduce to your individual happiness and the prosperity of our beloved city.

## A P P E N D I X.



89

R E P O R T  
O N  
THE REDUCTION OF THE CITY DEBT.

CITY OF BOSTON.

*In Common Council, Thursday, Jan. 2, 1868.*

The Committee on the Reduction of the City Debt, for the year 1867, have the honor to

R E P O R T:

That the following exhibit, made up from the books of the Treasurer and Auditor of Accounts, presents the indebtedness of the City at the close of business, Dec. 31, 1867:

At the commencement of the present financial year, May 1, 1867, we find that the consolidated *funded* debt on that date, as will be seen by the Auditor of Accounts' printed report, No. 55, page 165, was . . . . .

\$12,998,550 91

Since that time, loans have been negotiated on various orders of the City Council, to the amount of . . . . . . . . .

770,000 00

Making total *funded* debt of . . . . .

---

\$13,768,550 91

Deducting from this amount all the debt which has become due and been paid this financial year, including \$60,500 purchased by the Committee on the Reduction of the City Debt, before maturity, viz. . . . .

234,700 00

We have left a *funded* debt, Dec. 31, 1867 . . .

---

\$13,533,850. 91

<i>Amount brought forward . . . . .</i>	\$13,533,850 91
To which is to be added, for a loan authorized, but not negotiated, and the amount advanced on account of Oliver Street loans . . . . .	111,485 33
Making a total <i>funded</i> and <i>unfunded</i> debt, Dec. 31, 1867, of . . . . .	<u>\$13,645,336 24</u>

This debt the Auditor of Accounts classifies as follows:

Water debt (net cost of the works) . . . . .	\$7,611,709 14
City Debt, proper . . . . .	4,128,127 10
" War account * . . . . .	1,905,500 00
	<u>\$13,645,336 24</u>
Total debt December 31, 1867 . . . . .	\$13,645,336 24
Total debt December 31, 1866 . . . . .	13,020,375 91
Increase of the debt in 1867 . . . . .	<u>\$624,960 33</u>

Which increase of debt is accounted for as follows:

Water Debt, Dec. 31, 1867	\$7,611,709 14
do. Dec. 31, 1866	6,992,975 11
Increase of Water Debt in 1867 . . . . .	<u>\$618,734 03</u>
City Debt, proper, Dec. 31, '67	\$4,128,127 10
do. Dec. 31, '66	4,020,900 80
Increase of City Debt proper in 1867 . . . . .	<u>107,226 30</u>
Total increase of the Water and City Debt, proper, 1867 . . . . .	<u>\$725,960 33</u>
War Debt, Dec. 31, 1866,	\$2,006,500 00
do. Dec. 31, 1867,	1,905,500 00
Decrease of War Debt in 1867 by purchase of loan certificates before maturity . . . . .	<u>101,000 00</u>
Net increase of the debt as stated above . . . . .	<u>\$624,960 33</u>

\* Outstanding war loans. The *real* debt incurred by the Southern war is amount of expenses over receipts on the same account, viz: \$2,511,387.50.

## MEANS OF PAYING OFF THE DEBT.

The books of the Treasurer and Auditor of Accounts show that the means for paying the debt of the city consist of the following items, all of which are by ordinance specially appropriated for that object, viz:

Cash balance in the City Treasury May 1, 1867, to the credit of the Committee on the Reduction of the City Debt, and six per cent currency bonds of the city of Boston, held by the Treasurer, belonging to said committee, as stated in the Auditor of Accounts' printed Report No. 55, page 149 . . . . .	\$3,998,744 62
Cash received since that date, being payments made into the City Treasury on bonds and mortgages on Public Lands . . . . .	71,719 09
Cash received from sales and rents of Public Lands not included in above item . . . . .	3,008 89
Cash received from the annual city tax for 1867, being the amount appropriated by the City Council for this object, as required by ordi- nance on Finance . . . . .	400,000 00
<i>Deduct</i> payments on debt since May 1, 1867 . . . . .	\$4,473,472 60
	234,700 00
	<hr/>
	\$4,238,772 60
<i>Add</i> bonds and mortgages on Public Lands now in the City Treasury, all of which are consid- ered good . . . . .	460,508 13
<i>Total</i> means on hand for the redemption of the debt December 31, 1867 . . . . .	\$4,699,280 73
	<hr/>

## THE DEBT AND MEANS OF PAYING IT OFF.

The consolidated debt of the city, <i>funded</i> and <i>unfunded</i> , December 31, 1866, amounted to . . . . .	\$13,020,375 91
Less the means on hand for paying the same Dec. 31, 1866 . . . . .	3,368,526 00
<i>Net</i> debt December 31, 1866 . . . . .	\$9,651,849 91
The consolidated debt of the city funded and unfunded December 31, 1867, amounted to . . . . .	\$13,645,336 24
Less the means on hand for pay- ing the same Dec. 31, 1867 . .	4,699,280 73
<i>Net</i> debt December 31, 1867 . . . . .	8,946,055 51
<i>Net</i> decrease of the debt during 1867 by the in- crease of the means on hand for the redemp- tion of the same . . . . .	\$705,794 40

The preceding statement shows that although the gross debt of the city during the year 1867 increased \$624,960.33, the means for its redemption increased \$1,330,754.73 over the amount on hand for that purpose at the close of 1866, and that consequently there has been a *net* decrease of the debt by the increase of the means for redeeming the same, of \$705,794.40.

Respectfully submitted,

OTIS NORCROSS,

*Mayor.*

WESTON LEWIS,

*President of the Common Council.*

CHAS. R. TRAIN,

*Chairman Com. on Finance on the part of the Common Council.*

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THE  
INAUGURAL ADDRESS  
OF  
NATHANIEL B. SHURTEFF,  
MAYOR OF BOSTON,  
TO  
THE CITY COUNCIL

January 4, 1869.



BOSTON:  
ALFRED MUDGE & SON, CITY PRINTERS, 34 SCHOOL STREET.  
1869.



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C I T Y   O F   B O S T O N.

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*In Common Council*, Jan. 4, 1869.

*Ordered*, That His Honor, the Mayor, be requested to furnish a copy of his Address, that the same may be printed.

Sent up for concurrence.

Attest:

W. P. GREGG, *Clerk of Common Council.*

*In Board of Aldermen*, Jan. 11, 1869.

Concurred.

BENJAMIN JAMES, *Chairman.*

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# MAYOR'S ADDRESS.



## ADDRESS.

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GENTLEMEN OF THE CITY COUNCIL:

In again entering upon the duties of chief magistrate of my native city, my first impulse is to express, through you to my fellow-citizens, a grateful acknowledgment for the honor conferred upon me by a re-election to office, and my most cordial thanks for the confidence and support that have been given me during the past year, in my intention and endeavor to serve them faithfully and well: And, if a continuance in trust can be construed into an approval of service, I shall most assuredly feel encouraged to a more active and zealous discharge of the great responsibilities which devolve upon the position that I hold in the city government.

Health, peace and general prosperity being eminently within the municipality, the management of whose affairs we have been called upon to administer, and for the purpose of taking charge of which we are now assembled at the commencement of a new year, it becomes us, in receiving the honorable trust of our fellow-citizens, to be sincerely grateful for the continuance of the divine blessings vouchsafed to our

city, and for the great privileges which we have been allowed to possess, in the uninterrupted enjoyment of the great boon of civil and religious liberty that has been transmitted to us unimpaired. The care of a large city having most important interests has been intrusted to us; and it behooves all of us, in entering upon our several duties, never to lose sight of the great trusts that have been committed to our charge. Let us firmly, and with a view to the good of all, rely upon each other in the discharge of every duty that falls to us to perform; and while we look to each other for mutual assistance in all that shall be required of us, let us also profit by the counsel and advice of those who are equally interested with ourselves in the management of the diversified responsibilities, which must necessarily be connected with the government of a city of so large extent as ours. Whatever we shall be called upon to do, let us ever bear in mind, that we are simply repaying to the city that which every good citizen should never fail to acknowledge as a just debt: And as every new year brings with it new objects of care in a city having as many interests as ours, and whose population and capabilities for business are constantly and rapidly increasing, so let us never forget any of these interests, nor ever neglect their nurture and care.

With all the apparent business prosperity of our city, we must not lose sight of the fact that our country is still burdened with heavy taxes, from the oppressive weight of which it cannot be expected to be relieved for many years to come. We must, therefore, while we most sacredly maintain the honor of the city, by preserving all its engagements and fulfilling all its obligations, adhere also to the most rigid economy in the management of its affairs ; and, while we most assiduously do all in our power to advance the interests of the city, and promote its business facilities, we must defer entering upon all great enterprises requiring large outlays of money, until the condition of our finances will permit the same being done without inordinately increasing the taxes, and thereby oppressing all classes of our community.

We must not, however, by an attempt to be parsimonious, overstep the bound of prudence, and be so far blinded to the necessities and requirements of a city advancing in business and population, as to refuse all improvements and aids which a judicious regard to the welfare of its citizens may require. Undertakings already commenced should not be impeded in their progress ; nor should the city be allowed in any degree to retrograde from its present business position, by withholding anything that can be done in the way of

promoting public improvements of immediate necessity, although judicious expenditures of money may be required for their accomplishment.

While we regard with care the greater objects which require our attention, we must not forget the smaller matters which, perhaps, more imperatively demand our sympathies. We must not in our prosperity forget those who, in the time of our greatest danger, lent us their strength to defend and preserve our liberties. Let not the soldier, broken down by disease and the honorable wounds received in the performance of loyal duty to his country, be an outcast. Let his claims be first; and let not his necessities in the days of his adversity be disregarded, nor his demands for relief be resisted by cold formality and mean and pitiless neglect. The worthy poor must receive their share of care, and their wants must be supplied. We must have in view, also, that those in humble life may have demands which are as worthy of notice as those of the more favored part of the community. The industrious laborer and the honest workman, both have claims which must not be slighted; their needs, as well as their rights, are as imperative as those of any other class in the community, and while the one is supplied the other should not be unacknowledged.

During the past year Boston has much awakened

from its lethargy ; and its business, which appeared to be at its lowest condition, has most certainly revived. Public and individual enterprise have received a fresh impulse ; and the interests, which a short time ago seemed to be on their wane, have been renewed, and new vigor is discernible throughout the whole city. With its naturally good position, with its large number of capitalists and men of enterprise, and with industrious, ingenious and energetic mechanics and manufacturers, why may not our metropolis outvie all of the great marts of the country ? Our facilities for trade, for the receiving of the products of the country and their exportation to foreign lands, and for all kinds of mechanical and manufacturing products, certainly should indicate for us a magnificent future. Much has been done during the past year to afford greater facilities for business ; some highways have been opened ; others have been widened ; and broad avenues have been established. Marginal railways, connecting the back country with our tide-waters, have been constructed, and transportation of freight has already been commenced. Is not a future, of which we may be justly proud, before us ? And is it not our duty to do all in our power to aid these great developments, and, by our encouragement and assistance, advance these great interests already so auspiciously commenced ?

The experiment of annexation, by which the two ancient municipalities of Boston and Roxbury joined their future prospects together a year ago, has proved eminently successful, and the greatest satisfaction at the results produced has been expressed by the inhabitants of both portions of the now united cities. Other municipalities are now endeavoring to merge themselves together, and swell the extent of our domain by enlarging our borders. Charlestown, for what benefits she can derive from us, promises us a never failing supply of pure water. Our own business men dwelling in Somerville wish to cast their lot with us, and enjoy the good that can emanate from civic rule. We, ourselves, desire a portion of the towns of Dorchester and Brookline, to complete our harbor improvements and system of drainage. In the accomplishment of all these projects, petitions will be before the Legislature of the Commonwealth, and undoubtedly acts will be passed satisfactory to all concerned, by which the annexation of those, which will be for the advantage of our city, will be accomplished. If any action on the part of the City Council is required for the furtherance of these objects, it will become my duty to communicate with you specially in reference thereto. In the mean time, the request of the last City Council will be strictly carried out in accordance with the petitions already forwarded by me.

In my annual address of the past year, the attention of the City Council was called to the propriety of establishing certain bureaus, which would lessen the labors of the members of the two Boards, and give greater permanence to certain departments of the government. When it is brought to mind how arduous the duties of the Board of Aldermen are,—for the Aldermen not only have legislative duties to perform, in connection with the Common Council, but also have to act in the capacity of County Commissioners, Surveyors of Streets, and collectively as a Board of Health,—would it not be well to intrust some of the most important of the onerous duties of the members of the City Council to bureaus, consisting of commissioners appointed for a term of years, who could act under the supervision of appropriate committees of the City Council, and whose acts should have a proper approval? The importance of these bureaus is so great and manifest, that their suggestion alone seems to be necessary at this time; and there can certainly be no better occasion than now to commence measures for establishing suitable bureaus of health, of streets, and for the abatement of taxes, and for appeals.

Custom has made it proper, that I should present to you, in a brief manner, the general condition of the various departments of the government, which for the

year to come will be under your more immediate care ; and, in so doing, I shall on this occasion mainly refer to the more prominent matters relating to each, referring you for a more minute knowledge of each to the several annual reports, which will hereafter be presented by the proper officers to the City Council for your consideration ; and I shall reserve for future and more appropriate occasions, the privilege of communicating to you, in accordance with a provision of the City Charter, such information, and recommending such measures, as may in my judgment tend to the improvement of the finances of the city, as well as of its police, health, security, cleanliness, comfort and ornament.

#### FINANCES.

The great interest which is always manifested in reference to the finances of the city, and the importance of a general knowledge of their condition to those who have the management of the prudential affairs of our municipality, induces me to lay before you at this time a somewhat more explicit statement of their present state, than would perhaps be expected of me on this occasion.

At the commencement of the last year, I stated to the City Council that the total funded and unfunded debt of the city to the sixth of January, 1868, amounted to

\$13,989,292.24; and that the means then on hand for paying the same, being the "Debt Sinking Fund" in charge of the "Committee on the Reduction of the City Debt," was \$3,986,780.73, leaving a net debt of \$10,002,511.51. The funded and unfunded debt of the city on the fourth of January, 1869, as made up by the Auditor of Accounts, stands as follows: Funded, \$16,516,849.91; unfunded, being loans authorized, but not negotiated, and advances made by the Treasurer on authorized loans, \$2,411,652.84; making the total gross debt on the fourth of January, 1869, to be \$18,928,502.75.

The means on hand for the redemption of the debt are \$5,618,309.75; which leaves the net debt of the city on the fourth of January, 1869, to be \$13,310,193.00, being an increase during the municipal year 1868, of the gross debt of \$4,939,210.51, and of the net debt of \$3,307,681.49; the increase of the means on hand for the redemption of the debt since the statement of the sixth of January, 1868, being \$1,631,529.02. The gross debt is stated above at \$18,928,502.75; being more by \$500,000 than stated in the report of the Committee on the Reduction of the City Debt, made to the City Council at its closing meeting, the loan for the widening of Hanover Street, amounting to that sum, not having been passed until after the report was presented.

The following statement will exhibit the amount and objects of the several loans authorized by the City Government of 1868, viz :

*Street Improvements.*

Atlantic Avenue, a new street from Rowe's Wharf to Com- mercial Street, at Fleet Street . . . . .	\$1,200,000
Church Street District, raising of Grade . . . . .	400,000
Widening of Tremont Street, 500,000	
" Hanover " 500,000	
" Devonshire " 400,000	
" Federal " 250,000	
Opening of Avon Place . . . . .	115,000
Raising the grade of Shawmut Avenue and Ruggles Street, . . . . .	36,000 \$3,401,000 00
Building Chestnut Hill Res- ervoir . . . . .	790,000 00
Extending Water Works into the Boston Highlands . . . . .	450,000 00
<i>School-Houses and land for same.</i>	
Grammar School House in Ward 12 . . . . .	\$86,000
<i>Amounts carried forward,</i>	
	\$86,000 \$4,641,000 00

<i>Amounts brought forward,</i>	\$86,000	\$4,641,000	00
Grammar School House in			
Ward 9 . . . . .	86,000		
Lot for a School House for			
the Girls' High and Nor-			
mal School on Newton and			
Pembroke Streets . . . . .	51,000		
Primary School House in			
Ward 7 . . . . .	40,000		
Primary School House in			
Charter Street . . . . .	28,000	291,000	00
Oliver Street Improvement .		127,167	51
Station House in Ward 15 .		40,000	00
Completing the Chestnut Hill			
Driveway . . . . .	35,000	00	
Ward Room for Ward 9 and			
Hose House No. 8 . . . .	20,000	00	
Hose House No. 3 . . . .		18,000	00
Deducting amount of Debt			
paid during the year . . .	232,957	00	
and there remains the			
amount of the gross in-			
crease of the debt as before			
stated . . . . .	\$4,939,210	51	

The increase it will be seen is principally caused by the improvements commenced and projected for widening, extending, grading, and building streets, from which it is confidently expected that at least two-thirds of the amount of their cost, with the exception of the "Church Street District," will be returned to the Treasury in the way of assessments for betterments to estates increased in value by their completion; which payments will serve to augment the Sinking Fund for the redemption of the loans created to accomplish the work. The city has to bear the whole cost of every street improvement, and wait until it is completed before assessments can be laid on the estates benefited thereby. This necessitates the borrowing for the whole amount required.

The prosecution of the building of the Chestnut Hill Reservoir has involved new loans to the amount of \$790,000. The introduction of the water into the Boston Highlands has increased the debt \$450,000; and the new school-houses, with the land for the same, \$291,000. The new loans which have been negotiated by the Treasurer during the year, amounting to \$2,738,000, have all been taken by the "Committee on the Reduction of the City Debt," and form a part of the "Debt Sinking Fund."

It will be seen that the city debt has been enlarged

the past year, in consequence of carrying on the enterprises of former years and the very great improvements that have been commenced, and in part terminated, last year. It is believed that many of these improvements will not only be advantageous to the business interests of Boston, and to the comfort of our fellow citizens, but will be repaid in a great degree by the increased valuation of the property immediately benefited, and by the returns that will be received in most cases from the betterments which will be assessed under the authority of law.

#### ASSESSORS' DEPARTMENT.

During the past year the method of assessment of taxes has been conducted for the first time under the new ordinance. This system is materially different from that which had been in use, substantially unchanged, for many years. Thus far the workings have proved highly satisfactory. On this department the government relies for the means of defraying its general expenses. The following facts are of sufficient importance to be presented to your notice.

*Legal Decision.* — In June last a decision adverse to the city was given in the case alluded to in my address of last year, the point at issue being the right of the city to tax its citizens for capital stock in National Banks

situated outside of the limits of the commonwealth. The court held that the United States Government possessed the right to exclude the several States under the general government from taxing such stock, either wholly or within such limits as Congress may deem material to the efficiency and success of these institutions, on the ground that they are instruments for the performance of functions pertaining to the National Government, and that the tax imposed by the city was not within the limitations prescribed by the laws of the United States.

*New Laws.*—The Legislature being in session at the time this class of property was thus declared exempt from taxation, passed a law (chap. 349 of 1868) with the intention of taxing a part of this stock that had escaped taxation in this State under the law as construed up to that time; and the assessors and collectors of the several cities and towns where National Banks were located, were directed by the new enactment to levy and collect, as the agents of the commonwealth, and for its benefit, a tax upon the stock in the National Banks situated in Massachusetts held by persons not residing in the State. The provisions of the Acts of Congress contemplate a system of taxation so entirely at variance with that with which our citizens have become familiar, that

it was no easy matter to frame an enactment which, while it should conform to the requirements of the United States law, should not be repugnant with the provisions of our own constitution. The banks, acting for their stockholders, having obtained the opinion of able counsel, claim that the legislature has failed to so far harmonize the two systems as to produce a valid act. The courts will doubtless be called upon to decide the issue thus presented. It is much to be regretted, that Congress should have attempted to compel the several States to tax this important class of property, in accordance with a plan which is probably at variance with the organic law of some of the States, and which must result in complicated laws difficult to be understood or executed. It would seem that these institutions might have been protected from oppressive and discriminating taxation by a provision that they should be taxed in like manner, and to the same extent, as corporations existing by authority of the State imposing the tax. This simple provision, amply protecting the banks, would leave each State free to follow its own system of taxation.

By chapter 206 of the acts of 1865, the fiftieth section of the eleventh chapter of the General Statutes was repealed. This section, originally enacted as chapter 169 of the acts of 1852, gave to the assessors

the power, up to within seven days of an election, of assessing the polls and personal estates of all persons who had been omitted from their books at the time of the annual assessment. The effect of this repeal prevented the assessment of any citizen, subsequent to the time specified by the assessors for the bringing in of lists of polls and estates, with the exception only of those who had within two years served in the army or navy of the United States, for whom especial provision had been made by chapter 68 of the acts of 1865. The time for the bringing in of lists of polls and estates being from May 1st to June 15th, many weeks previous to the posting of the voting lists, practically prevented errors of omission from being supplied, and a citizen not on the list for two consecutive years, under the provisions of the constitution of the State, was disqualified from voting. In view of these facts, the legislature enacted (chapter 211, 1868) that the assessors of the several cities and towns should annually prepare lists of all persons to whom a poll-tax was assessed, and cause them to be publicly posted on or before the first day of July, and upon an application on or before the first day of August, by an omitted person liable to assessment, he should be assessed in season for the election of the current year. Under the provisions of this law 1563 persons, omitted by the assessors, applied

in season to be entered upon the tax-lists of the present financial year.

*Abatement of Taxes.* — At the present time the abatement of the tax of 1868 represents a valuation equal to  $\frac{88}{100}$  of one per cent of the whole valuation of the city. That of 1867 at the same period amounted to 1.42, and that of 1866 to 1.27 per cent. This favorable result in the face of the late depressed condition of business affairs, while it may indicate a somewhat careful exercise of their functions on the part of the assessors, is perhaps more directly attributable to the fact that a lower rate of taxation has caused the tax-bills of many of our citizens to be less in amount than those of the preceding year, although the valuation of their estates was increased at their last assessment.

*Amount Raised and Rate of Taxation.* — The amount raised by taxation for the current financial year was \$5,884,829, of which \$723,140 was raised on account of the Commonwealth (Boston's proportion of a State tax of \$2,000,000), and \$5,161,689 on account of the City and County. The amount raised by the City, exclusive of Roxbury, for the tax of 1867 was \$6,656,311, of which \$1,694,150 was for the State (Boston's proportion of a \$5,000,000 tax), and \$4,962,261 for the expenditures of the City and County. The rate of taxation for 1868 was \$12.30 on each \$1,000. This rate

was computed upon the valuation of the united cities of Boston and Roxbury, and is a decrease of \$3.20 on a thousand from the rate of 1867, which was based upon the valuation of the twelve wards, comprising the City before Roxbury was joined to our municipality. For 1867, the rate of the City of Roxbury (now wards 13, 14 and 15) was \$19.00 on each \$1,000; of the rate of 1868, \$1.51 was on account of the State, and \$10.79 on account of the City and County. Of the rate of 1867, the proportions on account of the State and of the two cities for municipal and county expenditures, were as follows: Boston rate, \$15.50 on each \$1,000; on State account \$3.94, City and County, \$11.56. Roxbury rate, \$19 on each \$1,000; on State account \$4.28, City and County, \$14.72.

*Valuation of the City.*—The valuation of the City by the Board of Assessors for 1868, was

Real Estate . . . . .	\$287,635,800
Personal Estate . . . . .	205,937,900
Total . . . . .	\$493,573,700

Boston.— Real Estate,	\$250,587,700
Personal Estate,	194,358,400
Total . . . . .	\$444,946,100
Roxbury.— Real Estate,	\$18,265,400
Personal Estate,	8,286,300
Total . . . . .	\$26,551,700
Total value, real and personal . . . . .	\$471,497,800

The increase of valuation of 1868 over 1867 was 7 per cent on real, and  $1\frac{2}{3}$  per cent on personal estate. In this connection it is of interest to note that the portion of the Highlands, which was made a part of our city with a valuation of  $26\frac{1}{2}$  millions, stands upon the books of the assessors, the first year after the union of the two cities, at a valuation of  $30\frac{1}{2}$  millions of dollars ; the real estate valued at \$21,325,400, a gain of over  $16\frac{3}{4}$  per cent, and the personal estate at \$9,101,000, a gain of over  $9\frac{3}{4}$  per cent. The gain made by the assessors of Roxbury in the valuation of 1867 over that of 1866 was  $2\frac{3}{4}$  per cent on the real estate, and  $6\frac{3}{4}$  per cent on the personal. It should be stated, however, that without an elaborate analysis of a large part of the work of the assessors, it would be impossible to ascertain definitely the advance made in the valuation of the personal estate of the three southern wards in the last assessment. A large proportion of the percentage of increase is due to the fact that before the annexation of Roxbury a very considerable amount of the personal estate of the inhabitants of that city was assessed in our business wards as the property of non-residents, which in the tax of 1868 was assessed in the wards of the Highlands, where the owners resided. But the gain of  $16\frac{3}{4}$  per cent upon the valuation of the real estate, requiring no explanation to prevent its figures

from conveying erroneous conclusions, would seem to show that in addition to a rate of taxation nearly seven dollars on each thousand less than that borne by the inhabitants of this district last year, the certainty of an ample supply of pure water, a comprehensive system of drainage, and the other benefits that may be expected to follow the union of the two cities, have justified this large increase in the value of the real property of this part of the city. This position would seem to be demonstrated by the fact that up to this time but few applications for the abatement of taxes assessed upon the real estate of this district have been made, and that the abatements granted represent but four-tenths of one per cent of the assessed value of this class of property, and the additional fact that a large proportion of this small percentage accrued in the corrections of errors incident to the application for the first time of systems and methods new to that locality.

#### PUBLIC LANDS.

The sales of lands belonging to the city, and made under the direction of the Joint Committee of the City Council, during the year 1868, have been much larger than the previous year, and were as follows: South of Dover Street, including three lots upon the Back Bay

territory,  $207,984 \frac{2}{100}$  square feet, for the sum of \$240,115.22; at South Boston and East Boston, 49,130 square feet, for the sum of \$27,340; making a total of  $297,114 \frac{2}{100}$  square feet, for \$267,455.22. expenditures of the department for the same time have been \$14,087.49.

The committee have in charge, at the present time, 1,433,856 square feet south of Dover Street, a portion of which is in the Highlands, and 713,875 square feet at South Boston, making a total in charge of 2,147,731 square feet. The city has also, at the south part of the Neck and upon the Back Bay, six reserved lots, containing 141,837 square feet.

#### WATER WORKS.

One of the most important provisions for the welfare of a city is a sufficient supply of pure water for domestic and mechanical uses; and, as so large a portion of our city is dependent solely on its supply from Lake Cochituate, it becomes our imperative duty to watch with great care our excellent works, and to enlarge and strengthen them from time to time as occasion may require.

During the past year the city has been favored with more than the usual supply of water; that at the lake being nearly two feet higher than it was last year at

the same time. The average consumption of water during the year has been 14,404,066 gallons a day, being an increase over the previous year of 839,066 gallons. Should the same rate of increase in use continue, it will become necessary before long to look for another source of supply. It has been suggested by persons well acquainted with the works, that for the purpose of postponing this necessity, it would be expedient, to make an arrangement, if possible, with the City of Charlestown to furnish the supply required for East Boston, as the amount used in that section of the city would fully compensate for what is needed at present in Wards Thirteen, Fourteen and Fifteen.

Great progress has been made at the Chestnut Hill Reservoir during the past year. The upper basin was completed, and the water let in, on the twenty-sixth of October last, and it is fair to presume that the whole will be finished before the close of another year. As many unforeseen difficulties have arisen in the course of its construction since the last appropriation was asked for, I have reason to believe that a further appropriation of \$350,000 will be required before the same can be completed. This reservoir is a work of great magnitude, and when finished will be of inestimable value for the security it will afford in case of accident to the conduit, and for the purpose of storing the large

amount of water that would otherwise run to waste at the lake in the spring of the year.

The Chestnut Hill Driveway will be completed before next summer. A portion has already been opened to the public, and has become a place of frequent resort for pleasure driving. It is frequently asked, whether it would not be well for the City Council to consider the expediency of purchasing the adjoining land for the purpose of laying out the same, at some future day, as a public park.

The water pipes have been extended during the past year into the Highlands, and water was introduced in that part of the city on October last, six miles of pipe having been laid for the purpose. The season was so late before this work could be completed, that many of the residents of the Highland wards were unable to have the service pipe laid to their houses; but there are already nearly three hundred water takers in that district. Contracts have been made for ten miles of pipe to be laid in the Highlands during this year, which will include the high service that is to be supplied by means of a stand-pipe to be placed on the estate owned by the city, and known as the Old Fort.

The number of water takers on the twenty-eighth of December last was 29,610, being an increase over the previous year of 1,181. The income has been

\$553,617.42, being an increase over the previous year of \$32,611.05, and the estimated income for the ensuing year is \$600,000.

### POLICE.

No department of the government is more important or more necessary in the management of the affairs of the city than the police. Its connection with the public is of such a character as at all times to be the object of the greatest solicitude. A good officer has far greater duties to perform than that of seeking out and arresting criminals, recovering stolen property, and bringing offenders to justice. He is often called upon to perform acts which are not within the powers committed to him by the laws of the Commonwealth and the ordinances of the city; and yet, frequently, matters of the most delicate and complicated character are brought to his notice in a manner that requires the most prompt and decided action, as well as a high degree of intelligence, much firmness and the strictest integrity. Ever vigilant and faithful to his trust, he should always be ready to protect persons and property; he should be diligent in preserving peace and preventing crime, and he should never be remiss in his duty in promoting order, and duly and promptly enforcing the laws. In all his bearings he should be respectful and gentle, and

he should never forget to observe the demeanor of a gentleman; and never commit any impropriety such as he has been commissioned to check in others. A good patrolman is always decent, orderly and decorous. Fortunately our city is most favorably situated in regard to this department, and possesses a police force that stands as high in reputation as that of any municipality in the world. No better evidence of this can be adduced, than the confidence which is universally conceded to it by the various communities throughout the Commonwealth, in their frequent appeals for counsel and assistance, whenever a case of individual loss occurs, or a popular outbreak is anticipated. In such instances aid has never been refused, and every possible assistance has been rendered for the enforcement of the laws of the Commonwealth and of the General Government.

The police force has been somewhat increased over that of the previous year, and yet requires to be enlarged in a small degree to relieve the patrolmen, and make their duties less onerous, and increase at the same time their efficiency. At present there are nine police districts and four hundred and thirteen men, being an allowance of one officer to about six hundred inhabitants; and these men are good and faithful officers and reliable public servants.

In the course of the year it will become necessary to divide the Highlands into two districts, and establish two stations in that part of the city. A longitudinal division of this district, by observing Shawmut Avenue as the division line, will be undoubtedly proper, as apportioning the population very evenly and giving the most convenient form to the districts. The completion of the station house at the corner of Washington and Pynchon streets, and the erection of another near the Dorchester line, will be required without delay.

For the harbor police there will be required, as soon as the same can be built, a substantial boathouse, for the protection of the property of the city, and for the convenience of the men attached to that part of the service. For the greater efficiency of this part of the department, by rendering assistance in case of fire amongst the shipping, and for more speedy action in case of mutiny in the harbor, when wind is wanting for the sailing-vessel, or when tides and breezes are adverse, and for keeping the harbor from being closed by ice, a substantial steam tug, with proper pumps and engines, is suggested ; and, it is to be hoped, that the great need of such means for the protection of the property and the interests of commerce will meet with your approbation.

It would be well for you to consider, whether it

would not be of great service to the department, to make a change in the apparatus used at the police station-houses for communicating with the central office, by substituting the Dial Telegraph,—a very simple instrument,—for the present apparatus which is now but comparatively little employed, on account of the difficulty attending its use. Some legislation seems to be absolutely necessary for empowering the police to regulate the passage of teams through the thoroughfares of the city, so as to prevent the continuous streams of vehicles that often interrupt pedestrians at the street crossings, and endanger their safety, as well as impede their progress.

During the past year about twenty thousand arrests have been made, a large amount of miscellaneous work performed, and stolen property to the amount of over one hundred and seven thousand dollars recovered and returned to the owners. This department, which takes cognizance of such matters, reports that during the past year, buildings valued at over twelve millions of dollars have been erected, and eighty-four vessels have been built at East Boston.

Judging from the general good order that has prevailed throughout the city during the past year, which has been one of more than usual business and political excitement, it would be difficult to find any municipality

where the protection of life, liberty, and property has been so well regarded, as under our present admirable and efficient system.

#### PUBLIC HEALTH.

The past year has been remarkably free from the usual epidemics, and no alarm has occurred in consequence of anticipated visits by malignant disease in any of its unwelcome and destructive forms. The sanitary police have faithfully performed their duties during four months of the year, and much good has resulted from their labors. The public avenues and streets of the city have been kept unusually clean, and all nuisances that have come to the knowledge of the department have been speedily abated, when within its province as laid down by the laws and ordinances. The public baths, which have been open four months of the year, and used 842,617 times during the season, have had a very beneficial effect upon the general health of the population, besides proving a great means of promoting cleanliness. The success of the experiment in Boston has incited other cities, both in this neighborhood, and also at the South and West, to make inquiries with a view of introducing similar conveniences for the benefit of their people.

The tenement building law which was enacted by the

last legislature of the Commonwealth, has had its beneficial effects ; yet, to produce the desired salutary result, it should be more strictly enforced than it has been. This is demanded, not on account of humanitarian benefits, but also as a sanitary measure for securing health and preventing disease. In some respects, the sanitary laws need amendment, and undoubtedly it will be the desire of the department to urge upon the General Court a revision of its enactments.

Much good will undoubtedly follow the introduction of the public drinking hydrants, which have been ordered by the last City Council ; and there are other conveniences of a public character which should be introduced without delay or hesitation. The city should not defer the construction of necessary sewers in unaccepted streets, but should have a comprehensive system of drainage that will be beneficial to the whole community.

It is apparent that a great necessity exists for remodelling this department. The labor and responsibility is too much for one establishment. The sanitary part of it should be placed under the direction and management of a suitable bureau, constituted with a reference to permanency, and composed of scientific and learned men, who have made its objects the study

of their lives. The opinion of practical men skilled in the science of medicine, and learned in the economic arts, should be regarded ; and the Board of Consulting Physicians should exist in reality, and not be allowed to remain as a part of the government simply to distinguish a portion of a page of the municipal register with their honorable names, and with hardly interest enough in the City Council to go through with the details of their annual election.

The street cleaning could well form a distinct department ; and then it could be conducted in the same able manner in which it now is, and without the usual impediments which sometimes arise from a seeming conflict of jurisdiction between this department and others. Much could be saved to the city, if a convenient deposit for ashes and street dirt could be had in some central place, in order to diminish the distance of teaming, and consequently the expense of extra men, horses and teams. Very especially is the consideration of this department worthy of your earliest attention.

There are, at the present time, three hundred and forty-three laborers in the employment of this department, and one hundred and fourteen horses with harnesses, all belonging to the city.

## PUBLIC SCHOOLS.

In none of our institutions is there a greater interest felt by our citizens than in the public schools. Dating back to their establishment, more than two hundred and thirty-four years, we find existing always a strong desire for their advancement in usefulness. The youngest pupil can find accommodation in the schools where the first elements of education are taught; and, by advancing through the different stages of instruction, the boy can be thoroughly fitted for the university or for the counting-room, and the girl for the duties of domestic life, or for the position of teacher. Poor minors, who have to earn their subsistence by various vocations in the streets, and adults who have been deprived of early education can, if they desire, attend school under competent instructors, the former a portion of the day, and the latter during the evening. With a population of about two hundred and fifty thousand inhabitants, and a little over forty-three thousand children between five and fifteen years of age, we have for the purpose of supervision, twenty-six school districts. At present there are four high schools, known as the Latin School for boys, the English High School for boys, the High and Normal School for girls, and the Roxbury High School at the Highlands for boys and girls. There are twenty-seven grammar

schools, ten of which are for boys, nine for girls, and eight for boys and girls. There are also three hundred and three primary schools for boys and girls, two schools for licensed minors, and during the past year there have been established several schools for adults. These schools are taught by seven hundred and fifty-four teachers; eighty of whom are males, and six hundred and seventy-four are females. The average whole number of pupils belonging to the schools of all grades during the year was about 32,885. The total amount appropriated for the management of the schools for the year that will terminate on the last day of April, is \$1,013,240, being about one-seventh of the total appropriation voted by the City Council for the financial year 1868-9..

Three new grammar school-houses have been completed and two of them dedicated during the past year, and two grammar school-houses and two primary are now in progress of erection. Undoubtedly appropriations for two buildings for the Girls' High and Normal School, and for a grammar school in East Boston, will be strongly urged during the year, in consequence of the requirements of the School Committee.

The two schools for licensed minors have been more successful during the past year than previously, owing, no doubt, in a great degree to a greater stringency in

forcing the attendance of the boys to be present two hours at school during each school day throughout the year. Beneficial results are already perceived from these schools, as the boys who follow their vocations of blacking boots, selling newspapers, and pursuing other callings, feeling obliged to obtain licenses, which they cannot obtain without proper approval, are compelled to be punctual in their attendance at school.

The evening schools for adults, established last year, are very fully attended, even more so than the present accommodations will comfortably and profitably permit. Under the direction of the School Committee, more ample provisions will undoubtedly be made for this class of pupils during the year.

#### PUBLIC LIBRARY.

The Public Library continues on in its career of usefulness. The circulation of its books is increasing, and the attendance both in the Bates and Lower Hall, as well as in the Reading Room, grows larger. Originally designed, and continuously administered, as supplementary to the education received at our public schools, it is believed that the institution in this regard fully answers the public requirement. Its progress has been unexampled in this country, for it now contains one hundred and forty-five thousand volumes, leaving behind

it all the other libraries in the United States, except the Library of Congress, which is in itself a congeries of other libraries recently massed together; and its success has more than justified the fostering regard of the city government. As one of the highest of the public trusts, the city cannot but be grateful to the distinguished scholars and gentlemen who overlook the extensive details of its management.

The building in which this immense mass of learning and entertainment is stored, will at no distant day require enlargement, and it is therefore desirable that the early attention of the City Council should be given to this matter, inasmuch as the addition, which will require much thought and consideration in devising plans, should be made in a manner that will be adapted to the present work, and render the whole edifice harmonious and complete. True economy requires that the plans for such a considerable outlay should be well matured.

While the general success of the library is announced as highly satisfactory, all the friends of the institution are called upon to lament the loss it has sustained in the decease of Charles C. Jewett, Esq., the learned Superintendent, and of the indefatigable scholar, William E. Jillson, Esq., the General Assistant of the library. Their loss is a calamity to

the institution, which will be severely felt by all who have been in the habit of consulting its treasures of learning.

#### STREETS.

Among the most important of the street improvements that have been authorized during the past year are the widening of Devonshire Street, between Milk and State streets, for making the approach to the contemplated new post-office more commodious and convenient, at an estimated cost of about \$400,000; the widening of Federal Street, between the foot of Summer Street and First Street in South Boston, at a cost by estimation of about \$250,000; the widening of Tremont Street, between Boylston Street and the Boston and Albany Railroad Bridge, at a cost of about \$500,000; the widening of High Street, between Congress and Summer streets, costing about \$70,000; the extension of Columbus Avenue from Ferdinand Street to Church Street, at a cost of about \$67,000; and the extension of Avon Place to Chauncy Street, at the estimated cost of \$80,000. A new marginal street, to be called Atlantic Avenue, extending from Rowe's Wharf across the wharves and docks to the Eastern Avenue, has been laid out, at an estimated cost (including the building of the street) of \$1,200,000.

authority for building over tide-water having been first obtained of the Legislature by an act passed on the first of June, 1867. This important avenue covers almost exactly the ancient barricado built by the early settlers of Boston about the year 1673, extending in a direct line from the old North Battery to the South Battery (or Sconce). This is probably the most important of all the street improvements that have been authorized for many years. Its importance to the city, as well as to private interests, was so fully impressed upon the public and their representatives in the City Council, that the resolve for laying it out unanimously passed both branches of government on the seventeenth of December last. It is intended that the work upon this new avenue shall be commenced immediately. To that end, the building of the street has already been authorized by the Board of Aldermen, and preliminary operations are not unlikely to be started during the present winter; while several of the owners of the property on the westerly side of the street are earnestly contemplating the advisability of at once proceeding to fill up their docks.

On the Church Street District, Marion, South Cedar, Piedmont, Shawmut, Berlin and Tennyson streets, have been widened, the work to be performed during the

time of the raising of the houses to the proper grade. Various other streets have been laid out, widened and extended, which were much needed improvements, although of less importance than those mentioned: And notwithstanding the great expenditure that will be incurred in carrying out and completing these great and unusual street improvements,—and the past year has been unparalleled in this respect,—it is nevertheless believed that they will promote the growth and prosperity of the city, and that time will show that they were wisely projected. The amounts of betterments to be assessed in consequence of these improvements have not been fully estimated, except in a few cases; yet it is believed that a considerable portion of the expense will be returned to the city treasury.

The condition of the Fort Hill improvement remains very nearly in the same condition as it did a year ago, in consequence of there being no convenient place for the deposit of the earth. The construction of the Atlantic Avenue will, however, undoubtedly furnish the desired opportunity of disposing of this large amount of soil, as its southerly end is immediately adjacent to the hill. The attention of the City Council is most earnestly called to the consideration of this important undertaking:

Oliver Street has been completed during the past

year, with the exception of the paving of the street, and it is expected that this will be accomplished early the coming year, and the cost of the work assessed on the abutters according to law.

Orders for the widening of Hanover Street and for the extension of Broadway to Albany Street passed the Board of Aldermen unanimously, and the order for Hanover Street passed the Common Council at their last meeting at the close of the year; but the order for the extension of Broadway failed to pass that body.

The City Council of the past year have transacted a large amount of business in opening and widening streets, and yet much remains to be performed that has persistently been asked for. The inhabitants of South Boston look forward to the time when they will have a better connection with the Highlands and also with the heart of the city, not forgetting the requirement made at the time when that portion of Dorchester Neck was annexed to Boston, that such streets and lanes should be laid out in their territory by the Selectmen of Boston, as should be for the common benefit of the proprietors, without any allowance whatever for damages or compensation to them. The present residents, in the main satisfied that the business connection with the city proper is sufficient, and

that the highways to the Highlands, as well as to that part of Dorchester which may hereafter be annexed to the city, will be properly provided for, are still anxious and extremely desirous that their main street, Broadway, may be extended to one of the main avenues, to accommodate the necessary travel to and from their homes, without being obliged to go over long distances, through necessarily dirty streets, almost continually encumbered with the usual impediments consequent to an active business that requires an uncommon quantity of the heaviest kind of truckage. Without question, the same demands which have failed twice, by being brought forward so near the close of the year, will be renewed for your consideration and action.

The inhabitants of the Highlands look quite anxiously for a few important improvements in the way of laying out, straightening, widening and extending their streets. Some of the main avenues, which connect the Highlands with Ward Eleven, should particularly receive the attention of the government; and among them may be enumerated Shawmut and Harrison avenues and Albany Street.

#### PAVING.

With the rapid growth of the city proper, and the annexation of new territory, the operations of the

Paving Department have materially increased. During the past season, 100,966 feet of edgestones have been set, 30,010 yards of roundstone have been re-paved, and 30,426 yards of new roundstone, 30,148 yards of blockstone, 30,578 yards of brick sidewalk, and 715 yards of wooden pavement, have been laid, being eighty-six per cent more of paving than was done in the year 1867.

Of important work should be particularized the paving with small granite blocks of portions of Washington, Hanover, High, Cambridge and Kneeland streets, and Broadway, also the work performed on Saratoga, Bowker, Billerica, North Margin, Messinger, Berkeley, Chapman, First, Dudley, Eustis and Quincy streets, and Warren and Mt. Pleasant avenues; and also the raising of the houses on Shawmut Avenue, between Williams and Vernon streets, to a height sufficient to afford them proper drainage, and the filling up of the lots and grading of the roadway of the street.

The attention of the government has very often been called to the necessity of adopting a more suitable pavement for the streets in the vicinity of the Court House, and other public buildings, the noise caused by the passage of vehicles over the stone pavements having been very annoying, and having frequently

seriously interfered with the transaction of business in the court rooms. During the past season, the Committee on Paving caused the easterly side of Court Square to be paved with the Stafford wooden pavement as an experiment. This has proved eminently successful, and has given so much satisfaction to the persons connected with the several courts, on account of its deadening the noise, that orders have been passed to pave the remaining portions of the streets in that vicinity with the same material. This will soon be done, and it is expected that the new pavement will prove to be noiseless.

On the annexation of Roxbury, it was found that eighty streets and forty courts, or places, in that portion of the city, bore the same names as some in the other part of Boston. It being evident that this duplication of names would cause considerable confusion and annoyance in the future, the Committee on Paving was directed to consider and report to the Board of Aldermen the alterations required in the nomenclature of the streets of Boston and Roxbury. After a very careful consideration of the subject, the committee recommended, and the Board of Aldermen adopted, changes in the names of twenty-five streets in Boston and thirty-eight in Roxbury. As the city had at that time no legal right to change the name of any private street, and

opposition being made thereto on that account, the passage of an act was obtained from the legislature giving to the city the entire control over the names of all streets, courts and places, public and private, within the city limits. The new names as adopted have been placed on the new map of the city, as well as upon sign boards at the corners of the streets.

Owing to the annexation of new territory, the acceptance of new streets, the laying out of Beacon Street, the Mill-dam road and Western Avenue as public highways, the widening of Tremont and Federal streets, and other contemplated improvements, the operations of this department during the coming season will be much more extensive than ever before. A large number of petitions for the grading and paving of streets, involving the expenditure of large sums, and which it was impossible to attend to during the last season, have been referred to the present government, and will require your attention in due time. The building of Atlantic Avenue, for which a special appropriation has also been made, has been placed in charge of this department, and will add much to the business of the coming season.

#### SEWERS.

The work of this department has been much greater during the past year than usual. It has been princi-

pally in the recently acquired territory of the Highlands, where the introduction of Cochituate water has made extensive sewerage imperative ; and this work has been carried on at a comparatively low cost by being performed at the same time and in conjunction with the laying of the water-pipes. For the same reason a large proportion of the work of the department will undoubtedly be in this district during the present year.

The complaints from wards Ten and Eleven in relation to the flooding of cellars by water, have been more frequent during the past year than ever before ; so much so that the health and comfort of the inhabitants of this populous and important district require that some plan should be devised and put in execution, as far as possible during the year, that will place the drainage upon a permanent basis, and prevent the intolerable nuisance that is so aggravating in some portions of the territory.

The defective drainage of the "Church Street District," to which I called the attention of the City Council in my address of last year, is in a fair way of being permanently remedied by the improvements now under way in that territory.

An act was passed by the last Legislature of the Commonwealth, empowering this city and the town of West Roxbury to alter and improve the channel of

Stony Brook, within their respective limits, and to assess betterments for any improvements in a similar manner to that provided for street widenings. Owing, however, to the lateness of the season before the matter could receive the attention of the department, no action has been taken beyond the preparation of the necessary plans. Soon after the passage of the act, a special town meeting was held in West Roxbury, at which it was voted to appropriate the sum of five thousand dollars towards the contemplated improvements, the expenditures to be made under the direction of the Selectmen, to whom the subject was referred, with full powers to act as they should see fit. In pursuance of the vote, they have caused plans of the proposed improvement to be made, and now wait the motions of our government. The town of West Roxbury can do very little of its share of the work, until the outlet to tide-water is made what it should be by the city; and, therefore, courtesy requires that our neighboring town should not be kept back by our non-performance of its part of the work.

#### L A M P   D E P A R T M E N T .

The Lamp Department has grown to be one of the largest and most important of those under the city government; and is steadily and constantly increasing

with the laying out of new streets, and the erection of buildings upon others. Affording, as it does, protection to persons and property in proportion as the streets are well or badly lighted, it behooves us that it should be managed as liberally as possible, according to the means that can reasonably be afforded from the treasury.

The number of hours of lighting has been increased from about 2,800 hours to about 3,800 hours a year, while the quantity of gas consumed has been reduced from five to four feet an hour; and the amount of light may be further increased by the use of a governor, which will be introduced as soon as a sufficient supply can be obtained.

The lighting and care of the lamps have been placed under the control of the superintendent, instead of being let out by contract; and the citizens have been greatly convenienceed by placing the names of the streets in the lanterns. These changes and improvements have been in operation for several months, and have met with general favor both with the committee, and with the citizens who have experienced the advantage of the benefit.

The requirements of this department will undoubtedly be greater than usual during the ensuing year, in consequence of the increased number of streets, and from the natural increase in the number of burners

which will be demanded in the Highlands, to make that portion of the city as safe for travel as the other parts that are now well lighted by night.

#### FIRE DEPARTMENT.

The Fire Department has proved eminently effective during the past year. Its regular force consists of three hundred and fifty-eight men, forty-five horses, fourteen steam fire-engines, ten horse hose-carriages, and four ladder carriages, with an auxiliary force of four steam engines and five horse hose-carriages. The men appear to be earnest and zealous in the discharge of their duty, and general harmony prevails in the department. The apparatus is in general in good condition; nevertheless two or more of the engines show the effects of use, and will undoubtedly have to be replaced before the close of the present municipal year. The accommodations for the men are not in all instances what they should be, and repairs and alterations will be required to render them suitable and make them conform to the generality of the buildings, which are comfortable and neat. The emulation which exists in this department is healthy, and does much to promote the zeal and efficiency which is everywhere observable among the men and officers.

The loss by fire during the year 1868 has been

unusually small, and the promptness of the department has been particularly observable throughout the whole year.

#### FIRE ALARM TELEGRAPH.

During the past year, the Fire Alarm Telegraph has been extended over the Highlands, the old signal boxes have been changed to the automatic boxes in East Boston, as have also twenty of the old boxes at the north part of the city. Several changes and improvements have also been made in the telegraph apparatus at the engine houses; and yet more are necessary, as much of it has been in constant use for a large number of years, and is consequently much worn, and otherwise defective. As Boston was the first city of the world to establish the fire alarm telegraph, so should its citizens naturally have a just pride in having it keep in advance of all others in useful and necessary improvements.

#### PUBLIC BUILDINGS.

During the past year, there has been great activity in this department. The usual number of buildings have been completed under appropriations made in the previous year, and others have been commenced for various purposes. As the population of the city

increases, the necessary accommodation for schools, for the fire department, and for other uses, become imperative; and all these must be provided to prevent the city institutions from falling behind the demand which a constantly growing city requires. The buildings for a grammar school in Ward Seven, for another in Ward Three to take place of the old Wells School House, and a third for the Lewis School in Ward Fourteen, have been completed; as have also a building in Charter Street for primary schools, and others in Wards Two and Twelve for accommodating the fire department. The large edifice on Hawkins and Chardon streets, intended for the "Central Charity Bureau and Temporary Home for the Destitute," has been completed, and will soon be put to its appropriate use.

The following buildings have been commenced during the past year:—A first class grammar school house to be erected on the old cemetery lot near Washington Village in South Boston, which will probably be completed in September, at a cost of one hundred thousand dollars; another grammar school house in Ward Nine, for the accommodation of the Rice School, which will be finished about the same time, and at the same cost; a primary school house in Ward Seven, which will cost forty thousand dollars, and will be ready for occupation in March; a hose

house for Company 8, on Church Street, at a cost of twenty thousand dollars, and a police station house at the corner of Washington and Pynchon streets in Ward Fifteen, costing forty-eight thousand and five hundred dollars, both to be ready for use in April. Besides these, contracts have been made for the erection of a hose house in North Grove Street; and a lot of land, on Newton Street, costing \$48,884.67 has been purchased as the site for a new normal school house, and plans for the building have been ordered, although no appropriation has as yet been made for the erection of the building. A new school house to take place of the Lyman School House in East Boston, and another station house in the Highlands to accommodate the eastern police district of that part of the city, have been loudly called for, as well as additions to the Public Library building; and some action in reference thereto may reasonably be expected to be brought forward during the year.

The work on the buildings erected the past year has been most thorough; and, although all the edifices are creditable in appearance, yet substantiality, convenience, and adaptedness to intended use have been studied more than architectural elegance.

## P U B L I C   I N S T I T U T I O N S .

Boston has always been distinguished for its public and private charities. The care of the poor and destitute, as well as of those who have been transgressors, has always been one of the characteristic features of the municipal government; and in this respect the past year will compare favorably with those that have preceded it.

The several institutions at Deer Island — the Alms-house, the House of Industry, the Houses of Reformation,— one for boys, and one for girls,— have been very successfully managed during the past year, as far as the buildings would allow any classification of the inmates. One evil exists, however, which has long been a great source of regret to all concerned in the direction and management of these institutions; namely, that there is no provision whereby the honest and worthy poor can be taken care of apart from those sent to the island as a punishment for vice and crime. The attention of the City Council has repeatedly been called to this sad condition of affairs; and a blot will remain on the fair fame of our institutions, until some step shall be taken to correct this great wrong, by placing the respectable poor under another roof than that which covers those sentenced for infringement of the laws.

Much has been done at the House of Correction at South Boston, the past year, towards making it self-sustaining. A new workshop has been erected, and shoemaking has been carried on very successfully. The institution has, by the well managed industry of its inmates, very nearly earned enough to defray the cost of its maintenance.

The Hospital for the Insane, at South Boston, has been conducted most prudently and carefully during the past year, although under disadvantages that would discourage a less enthusiastic and devoted superintendent, and almost make his most ardent endeavors unavailing. Probably in no part of this country is this unfortunate class of beings—the insane poor—confined in such wretched apartments; where large numbers of these poor creatures, bereft of reason, without responsibility for their actions, and liable at any time to become ungovernable through rage and madness, are crowded together, in many instances, ten or more in a room. It is an undeniable fact, that the criminals under confinement in the public institutions of the city have far better accommodations than do these unfortunate beings. Some decisive action should be taken by the City Council for their immediate relief.

In this connection, allow me also to suggest that separate accommodations be given to inebriates. Med-

ical men and others, who have made a study of inebriation, have most decidedly come to the conclusion, that persons suffering from this error of habit require very different treatment from criminals, and should not be classed with them in reformatory institutions. It is suggested that Rainsford Island, long used for hospital purposes, and which is well provided with proper buildings, might, if obtained from the State, afford all that could be desired for the purpose. The subject is well worthy of your attention.

#### O V E R S E E R S   O F   T H E   P O O R .

The department under the Overseers of the Poor appears to have been administered with care and economy upon the system which has now been in successful operation for some years. This is particularly made evident on a careful examination of the following statistics relating to it for the year ending on the twenty-third of December: The number of new cases examined in 1868 is 833, and that of new and old aided is 2,008. During the eleven months of the year 1868, there was expended for relief, by cash, \$12,762.90 ; for fuel, \$6,896.65 ; for groceries, \$12,683 ; paid to other cities and towns for relief of our poor, \$1,977.32 ; for expenditures at City Temporary Home, \$8,182.74 ; for burials, \$2,398.68, and

for transportation, \$83.51. The trust funds amount to \$209,420.71, to which should be added the cost of the Searston Charter House, \$29,332.46, making a total of \$238,753.17. The persons aided by settlement here were in number, 913; by settlement elsewhere in Massachusetts, 250; by no settlement, 845; making a total of 2,008 persons aided. The number of visits to persons aided, as reported by the visitors, was 4,603, and the visits to persons not aided are estimated at several hundred. The office force consists of one secretary, two clerks and three visitors. The regular and constant increase of population, as well as the extraordinary addition occasioned by the annexation of Roxbury, will sufficiently explain the nominal increase in various items. The fact that nearly five thousand visits for investigation have been made, furnishes evidence of the caution exercised in the administration of relief by the careful guardians who have been selected by the City Council to administer this charity; while the additional fact that much the larger part of these have received relief, may justly be claimed as an evidence that the system tends to discourage the undeserving, while it does not deprive the needy of merited assistance. No system of public charity, however administered, under the limitations of a prescribed system, can meet all the duties of imperfect legal

obligation which the law of divine charity imposes, and it is hoped that the combination of public and private charities contemplated by the Charity Bureau may tend to lessen this difficulty.

The new building on Chardon Street, designed for the concentration of the charitable agencies of the city, is very nearly completed, and already rooms have been assigned to various benevolent and philanthropic associations, and it is hoped that the experiment will soon be in successful operation. It should be understood, however, that a large part of the edifice, or rather one of the two adjoining buildings, is designed for the Temporary Home heretofore situated on Charles Street. The Home was instituted on the first of May, 1862, for the purpose of affording such temporary shelter and food for the needy, while endeavoring to procure employment, or find friends to provide for them otherwise, as their immediate necessities would require.

The following general statistics of the operation of the Home during the past year may prove instructive ; and it will be noticed that the number of single meals given has largely increased, notwithstanding the public dispensation of soup at the police station houses during the months of February and March ; and it should be understood, that while it is designed that meals should be furnished on proper occasions and to deserving

persons, it is not intended that they should be given to all applicants without discrimination, as will be done at the soup houses just instituted for the deserving of all classes during the months of January and February of the present municipal year.

The total number of persons admitted to the Home during the year ending on the first of December, 1868, is 1,039; of these, 157 were Americans, 586 were foreigners, and 296 were children under twelve years of age. The number of children adopted was 16. Situations have been procured for 30 nurses and 143 domestics. The number of single meals amounted to 9,429; 45 lost children were brought in, and only five deaths occurred during the year, and seventy since the establishment of the Home, in 1862. The number of births were seventeen. The force conducting the Home consisted of a matron, assistant matron, janitor, cook, and laundress.

#### STATE AID.

The acts of the legislature of 1866 and 1867 provide that State aid shall be paid to disabled soldiers and sailors, and their families, and to the families of those killed in battle, or who have died of wounds or disease contracted in service. Under the provisions of these acts, there has been expended by the city the past year about \$106,000, which sum is reimbursable

from the treasury of the State. This payment is founded upon the services in the army and navy of 1,617 persons. Of this number, seven hundred and seventy-one are disabled soldiers and sailors, many of them severely wounded, ninety having lost limbs in service, others suffering from disease contracted in the army. Aid has been extended to the dependents of the others as follows, viz: to five hundred and three widows and their children, two hundred and seventeen mothers, twelve fathers, and to one hundred and fourteen guardians for orphan children. Payments are made monthly at the Relief Office to these parties in sums from one to fourteen dollars, under the directions of the Relief Committee appointed by the City Council. The amount required to make the payments for the year 1869 will be about one hundred thousand dollars.

#### CITY HOSPITAL.

The City Hospital, during the year just past, has continued its usefulness, by affording medical and surgical aid to a large number of persons. The number of patients in the hospital on the first of January, 1868, was 141, and there were admitted during the year, 2,078, making in all, 2,219. During the year 1868, 1,875 were discharged and 163 died, leaving 181

remaining in the hospital on the first of January, 1869. In addition to the above, 8,235 persons have been treated as out-patients. During the first quarter of the year, the hospital was filled to its utmost capacity, on many occasions every bed being occupied. At that time but few persons from the Highlands had availed themselves of its benefits; and, as the number of applicants from that section is rapidly increasing, and the calls from other portions of the city largely in advance of any previous year, it is feared that the present accommodations will prove insufficient to satisfy the demand during the winter. Therefore, in this view, it is for the City Council to decide, whether the institution shall be thus limited in its sphere of usefulness, or whether it shall keep pace with the growth of the city, by the erection of additional pavilions.

#### CHURCH STREET DISTRICT.

On the ninth of May last, the City Council, acting under special authority given by the legislature, took the land and buildings included within the Church Street District, covering an area of about thirteen acres, for the purpose of abating the nuisance caused by imperfect drainage. Orders were passed on the 22d of May for the appointment of Commissioners with authority to make contracts, under the direction of a

Committee of the City Council, and with the approval of the Mayor, for raising the grade of the territory, and raising and underpinning the buildings, at an expense not exceeding \$650,000. Three Commissioners were appointed early in June, and operations were commenced without delay. At the present time, three-fourths of the entire work of raising and underpinning the buildings has been put under contract and nearly completed. Of the estimated amount of gravel required to raise the territory to the new grade (160,000 cubic yards), about half has been already deposited.

The work has been prosecuted by the Committee and the Commissioners with more than common energy; and the comfort and convenience of owners and occupants of the district have been consulted as far as practicable. It is probable that the work will be completed by the first of October next, and within the amount specified in the order of the City Council.

On the twenty-fourth of November last, an order was passed authorizing the Commissioners, under the direction of the Committee, and with the approval of the Mayor, to settle and adjust damages with the former owners, upon such terms and conditions as they should deem expedient; and, in making such settlements, the Mayor was authorized to re-convey the estates

taken, or any parts thereof. On those streets where the work of raising the buildings and the grade has been completed, settlements are being made with the former owners as rapidly as possible. Where the streets have been widened, a proportion of the benefit is assessed upon the abutting estates before they are re-conveyed.

#### SUFFOLK STREET DISTRICT.

By an act of the last legislature, the city is authorized to take in the same manner and for the same purpose that they were authorized to take the Church Street District, all the lands and buildings, not within the limits of the Boston and Albany Railroad, situated and lying within the district bounded on the northeast by Pleasant Street, on the east by Washington Street, on the south by Dover Street, and on the west and northwest by Tremont Street. This district covers an area of about thirty-one acres, and is occupied by seven hundred and forty-nine buildings and twelve hundred and eighty-eight families. A committee appointed by the last City Council to consider the subject, reported in favor of making the necessary surveys preliminary to the act of taking. The surveys and examination of titles were ordered and are now being made. It is for the City Council to decide how the nuisance caused by the imperfect drainage shall be most effectively and

economically abated, and to the early consideration of this subject your attention is most earnestly called. In order to accomplish the grading of the portion of Tremont Street lying between Pleasant Street and the railroad bridge, some immediate action should be taken in relation to raising that part of the district bounding the street to be graded.

#### STATE LEGISLATION.

In the judgment of the last City Council the growth of the city had developed the necessity for additional legislation on certain subjects; and, at their request, I have petitioned the General Court for the present year to enact laws giving the Board of Health authority to control the erection of public and private stables within the City of Boston; authorizing the City Council to construct a public way across South Bay, and also to extend East Chester Park across Roxbury Creek; to provide against the erection of unsafe buildings; to regulate more efficiently the manufacture and storage of petroleum; and to change the boundary line between this city and the town of Brookline. All these subjects are important, and some of them highly so; and, if the Legislature should take favorable action upon them, your attention will be required to carry them into effect.

A Commission has been appointed, under an order of

the last City Council, to consider the subject of the annexation of a portion or the whole of the town of Dorchester to the City of Boston, and report to this Government, as soon as may be, the facts which may be adduced by proper investigation. The annexation of this territory would prove highly beneficial to the sanitary interests of the city, and afford great conveniences for sewerage and drainage, of which the city stands in much need.

#### CEMETERIES.

The cemeteries are under the charge of the standing committee of the Board of Aldermen, and of the City Registrar. There are nine in the city proper (four of them being under churches); two in East Boston; two in South Boston; and two in the Highlands. No interments in graves are allowed in any of these, except in South Boston and East Boston. With one exception, they all appear to be at present in good condition; all are well cared for, and offer considerable attraction to visitors, when in the summer months they are opened to the public for a few hours on each Sunday afternoon. The range of tombs in the cemetery at the south part of the common, which were built by the city, and given in exchange for those relinquished by their owners, to allow of the opening of the Boylston Street

Mall, have become much injured by the action of the frost, and will require thorough repairs during the coming spring. As these tombs were built by the city, the owners claim, that in justice the city should remedy the defect of construction.

Mount Hope Cemetery, in West Roxbury, purchased by the city in 1857, has continually grown in public favor, and has become an object of interest, not only to our own citizens, but to visitors from abroad. Its management seems to have been wise and judicious, and the expenditures made with discrimination, and a view to economy. The grounds are well laid out, and are becoming as attractive as any of the other suburban cemeteries. As this cemetery is fast increasing in popularity, the city should continue its fostering care, and not neglect what has been commenced for the benefit of the community, and ornamented so largely by private munificence as well as by public appropriations.

#### HARBOR.

The City Council is always interested in the preservation of Boston Harbor; and it is with much pleasure that the most casual observer can detect, that the efforts of the general government, and of the commonwealth, are proving of great effect in checking the encroachments which have for ages been made upon the channels

of our excellent harbor. The work under Major-General J. G. Foster has been carried on with much energy and success, as has also that on the sea-walls under the direction of Major-General H. W. Benham.

The works of improvement by the general government in this harbor, have made very satisfactory progress during the past year, and in some cases they have been of particularly marked value to the navigation of the ship channel.

The southwest point of Lovell's Island has been dredged off, widening the channel-way, from its former width of three hundred and sixty-five feet between the eighteen-foot curve of Gallop's Island and the eighteen-foot curve on the Lovell's Island side, to six hundred and twenty-five feet between the same curves, or an actual widening of the channel, for a depth of eighteen feet, of two hundred and sixty feet. About 92,000 cubic yards have been dredged and removed to the dumping ground, during the past year. The whole of the area thus dredged over is to be carried to a depth of twenty-three feet at mean low-water, as soon as the appropriation asked for this year, is made by Congress. A large and powerful machine of novel construction is now in the harbor ready for this work, being the only one at present available for dredging at so great a depth, in

hard material, and at the same time leaving the bottom of an uniform level. The portion of this point thus dredged, and removed from the narrowest part of the narrows in the main channel, has already caused an increase in the current and column of the ebb-tide which will prevent any further accumulation of debris at this point, after being once removed.

Upon the opposite side of the channel, at this point, a large and excellent sea-wall of granite masonry has been commenced, for the purpose of protecting this exposed side of Gallop's Island from the encroachments of the waves that come in from Broad Sound Channel, which have worn away the island to a large extent. The City of Boston presented to the United States the site of this wall, and the use of the temporary buildings necessary for the use of the workmen. Three hundred and fifty feet of this wall have been constructed this season, and it will be completed as fast as funds become available.

The sea-walls for the protection of Point Allerton, and of Long Island Head, will be commenced as soon as proper titles can be obtained to their sites.

The removal of Tower and Corwin Rocks, by blasting, to the depth of twenty-three feet at mean low-water, has been one of the greatest improvements to the navigation of the channel by heavy vessels, that have

been made for many years. These rocks, situated near the middle of the channel between the Great Brewster Spit Light and Fort Warren, and having only sixteen and eighteen feet of water upon them, were serious obstructions to navigation; and an examination of the rocks, by divers, disclosed the fact that their crevices were filled by copper and lead torn from the bottoms of vessels, also pieces of chains, anchors, planks, and portions of the keel of a vessel, — thus indicating that many vessels must, in past times, have struck upon it. About 1,200 tons of rock have been blasted off, the greater part hoisted up, and deposited on shore. The channel at this point is now clear, and all vessels drawing twenty-three feet of water can now pass in safety, at low tide, directly over these rocks.

The dredging of the upper middle bar will be commenced at once, as the large dredge built for this purpose has arrived in the harbor, and workmen are now putting it in order for the work.

In this connection it is proper to state, that a nuisance, which existed in the neighborhood of Messinger Street, has been temporarily abated by dredging. A permanent relief, however, can only be effected by the building of a sea-wall, in accordance with plans that have already been devised.

## EAST BOSTON FERRIES.

The matter of the accommodations for travel and business between East Boston and the city proper has continued during the year to demand the most careful and anxious consideration of the City Government. The subject is an inheritance of difficulties, and is becoming year by year more complex, and at the same time more and more vital to the best interests of the city. The demands of commerce for increased wharfage, of our numerous railways for more extended freight accommodations and connections, of heavy mechanical industry for locations near and easily accessible to the business centre of the city, and of the laboring classes for cheap and salubrious homes within the limits of the city, and so accessible to the benefits of the social humanitarian, charitable, and educational privileges which the city affords, all serve to make the subject of communications between the different parts of the city, of the greatest practical importance. The restrictions that existed upon the landings of the People's Ferry, so called, have been removed, and the present ferry company have for a short time been running two boats between these landings,— yet, under a claim that their tariff of tolls should be revised and raised, or the amount of ferry accommodation materially reduced. Numerous and influential remonstrants have appeared

from both sides of the water, and protested against any increase of tolls, or reduction of accommodation, as highly prejudicial to the interests of commerce, and tending to impoverish the city. The able Committee on Ferries of the past year have given patient hearings to the parties interested on all sides, and have not been able to mature any plan of relief which should be at the same time beneficial to the citizen and just to the city. And yet it is apparent that some controlling decisive action on the part of the City Government may soon be necessary to prevent this burden from becoming too oppressive, and too much of a restraint upon the natural development of our important interests. What this action shall be, will, I have reason to believe, require the early consideration of the City Council.

It is a question of doubt, whether it is within the constitutional power of the city to pay a subsidy to the present Ferry Company if desirable, in order to enable them to run their boats at the present rate of tolls, and so ensure to them the percentage contemplated by their charter. Some action of the legislature might be required for this purpose, if it should be thought expedient,—and if any action should be invoked by any considerable number of our business men in this direction, it will become a serious inquiry for your bodies, whether the payment of such a subsidy will, after all,

result in any substantial relief to the citizens or the city, and whether the payment of such annual subsidies could not be at once an unnecessarily expensive and quite impolitic way of solving the difficulty.

A very large area of superior upland and wharfage upon our deepest water remains unoccupied in that portion of the city, returning to the City Treasury a merely nominal sum in the way of taxes, and adding nothing to the wealth, industry or population of the city; and it is the mature opinion of some of our wisest business-men, that if it were possible by any reasonable means to make the communications between East Boston and the city proper at once certain and cheap, that all this area would be occupied by an increasing wealth, and with commerce and labor, that would yield to the Treasury a return more than sufficient to meet all expenditures demanded for its accomplishment. But to effect this will require the adoption of comprehensive and summary measures by the city, looking to the largest public policy.

I submit it for your consideration whether, as all other lines of travel in and around the city except this, have now become free and open to the public, some means ought not now to be taken by which the city can assume the full control of these avenues of travel, and take them out of the category of fear, uncertainty and

suspicious bickering, and so manage and govern them, that the merchant may feel security in locating his capital, his wharf, his warehouse, and his industry, in this as in any other part of the city. If that portion of the city to be specially relieved by such a measure, could be made to assume a portion of the cost, and the city be left to manage and guide these communications as the interests of our merchants and mechanics should from time to time require, I submit to you whether action looking to the speedy accomplishment of that end is not in the highest degree the only safe, prudent, and economical policy.

The very large interests which are involved in this matter will lead you to weigh with great anxiety any proposals that may be submitted to you, and to adopt the course which will best subserve the public good.

#### ANNEXATION OF ROXBURY.

The annexation of the Highlands brought with it much labor to the various departments of the city government; but everything seems to have gone on well, and proved highly satisfactory, even to the opposers of the measure, as well as to its most ardent advocates. Much has been done to assimilate all matters relating to the old City of Roxbury to those of Boston; and there seems to have been a

general desire on the part of the inhabitants of the new part of the city to accomplish the much desired end. The schools have been placed practically on the same basis as those of the city proper, if such an expression can be allowed; and the disturbance of the streets, for the purpose of constructing sewers, laying water pipes, setting edge-stones, and paving streets and sidewalks, indicates that the work has commenced in earnest. It is highly important that this delightful portion of the city, so desirable for residences, should be thoroughly surveyed and laid out prospectively into streets and avenues, with the proper public squares; so that when the vacant territory shall be demanded for building purposes, the streets may be of suitable widths, and of pleasing regularity. A little forethought in this respect may avert an evil, of which all are ever ready to complain when the City Council is compelled to straighten and widen the old streets, and extend and grade many of the crooked ways, originally laid out as tracks throughout the old valleys and bogs of our ancient municipality.

And now, Gentlemen, having given a passing review of the most important of the several departments of the city government which during the year are to be under

our guardianship, allow me to call your attention to the importance of the trusts we have this day taken upon ourselves, under the most sacred and binding of all obligations,—our solemn oaths, which we have called our Heavenly Father to witness. Let nothing induce us, ever in the least degree, to violate them ourselves, or suffer them to be impaired by others. Ever mindful of our duties to our fellow-citizens, let us not be forgetful of their interests, and that of our beloved city. Let no effort of ours ever be wanting when the good of the city requires it. With firm resolves, let us never be drawn from the true line of our duty. Let the interests of those who have intrusted us with the management of their affairs, be ever uppermost in our minds, that we may be always ready to cherish and advance them. Let all our acts prove that we have the welfare of our fellow-citizens at heart; and while we strive most manfully to conduct the prudential affairs of the city judiciously, and with a view to the strictest economy in all things, let us also keep in view <sup>as</sup> great and sacred obligations, and the heavy responsibilities intrusted to us by our constituents. To each other, let our demeanor be always courteous and kind; and let our intercourse be harmonious and tempered with confidence. On my part you shall have no just cause for complaint. It shall ever be my endeavor to make

your official positions pleasant, your labors easy, and your intercourse with me agreeable. Whatever I can do, you will find me ever willing to perform ; and it shall always be the most earnest desire of my heart, during the short time we may be permitted to be together, to join most earnestly with you in the promotion of all things that may render you happy and our beloved city prosperous.

*and w*

## APPENDIX.

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### REPORT OF COMMITTEE ON THE REDUCTION OF THE CITY DEBT.

---

CITY OF BOSTON.

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*In Common Council, Thursday, Dec. 31, 1868.*

The Committee on the Reduction of the City Debt, for the year 1868, have the honor to

#### REPORT:

That the following exhibit, made up from the books of the Treasurer and Auditor of Accounts, presents the indebtedness of the city, at the close of business, December 31, 1868:

At the commencement of the present financial year, May 1, 1868, we find that the consolidated *funded* debt on that date, as will be seen by the Auditor of Accounts' printed Report, No. 56, p. 179, was . . . . \$14,011,656 91

*Amount carried forward* . . . . . \$14,011,656 91

<i>Amount brought forward . . . . .</i>	<i>\$14,011,656 91</i>
Since that time, loans have been negotiated on various orders of the City Council, to the amount of . . . . .	2,738,000 00
<hr/>	<hr/>
Making total <i>funded</i> debt of . . . . .	<i>\$16,749,656 91</i>
Deducting from this amount all the debt which has become due and been paid this financial year . . . . .	232,807 00
<hr/>	<hr/>
We have left a <i>funded</i> debt, December 31, 1868, \$16,516,849 91	
To which add for loans authorized but not negotiated . . . . .	\$1,679,000 00
To which is to be added the amount advanced on account of Oliver Street loans . . . . .	232,652 84 \$1,911,652 84
<hr/>	<hr/>
Making a total <i>funded</i> and <i>unfunded</i> debt, December 31, 1868, of . . . . .	<i>\$18,428,502 75</i>
<hr/>	<hr/>

This debt the Auditor of Accounts classifies as follows:

Water debt (net cost of works) . . . . .	\$8,917,702 55
City of Boston Debt, proper . . . . .	6,679,801 20
" " " War Debt . . . . .	*1,915,500 00
Roxbury Debt . . . . .	915,499 00
<hr/>	<hr/>
	\$18,428,502 75
<hr/>	<hr/>

\* Outstanding war loans. The real debt incurred by the Southern war is amount of expenses over receipts on the same account, viz: \$2,423,258.27.

Total debt, December 31, 1868 . . . . .	\$18,428,502 75
" " " 1867 . . . . .	13,645,336 24
Increase of the debt in 1868 . . . . .	<u>\$4,783,166 51</u>

Which increase of debt is accounted for as follows:

Water Debt, Dec. 31, 1868 . . . \$8,917,702 55	
" " " 1867 . . . 7,611,709 14	<u></u>
Increase of the Water Debt, in 1868 . . . . .	\$1,305,993 41
City of Boston Debt, proper,	
December 31, 1868 . . . . . \$6,679,801 20	
City of Boston Debt, proper,	
December 31, 1867 . . . . . 4,128,127 10	<u></u>
Increase of City of Boston Debt, proper, in 1868, . . . . .	\$2,551,674 10
War Debt, Dec. 31, 1868 . . . \$1,915,500 00	
" " " 1867 . . . 1,905,500 00	<u></u>
Increase of War Debt in 1868 . . . . .	10,000 00

(This apparent increase of War Loans is in consequence of error of statement in last year's report, of amount of loans redeemed in 1867, the amount redeemed being \$91,000.00, instead of \$101,000.00, as stated. There has been no real increase on this account.)

Add Roxbury Debt assumed by the act of annexation, which was not enumerated in the Annual Report of the Committee on the Reduction of the City Debt of last year, viz: (less \$75,957, paid since annexation) . . . . .	915,499 00
Net increase of the debt as stated above . . . . .	<u>\$4,783,166 51</u>

## MEANS OF PAYING OFF THE DEBT.

The books of the Treasurer, and Auditor of Accounts, show that the means for paying the debt of the city, consist of the following items, all of which are by ordinance specially appropriated for that object, viz:

Cash balance in the City Treasury, May 1, 1868,	
to the credit of the Committee on the Reduction of the City Debt, and six per cent currency bonds of the City of Boston, held by the Treasurer, belonging to said committee, as stated in the Auditor of Accounts printed report, No. 56, page 160 . . . . .	\$4,762,299 59
Cash received since that date, being payments made into the City Treasury on bonds and mortgages on public lands . . . . .	140,476 10
Cash received from sales and rents of public lands not included in above item . . . . .	10,963 73
Cash received from the annual city tax for 1868, being the amount appropriated by the City Council for this object, as required by ordinance on finance . . . . .	417,000 00
	_____
	\$5,330,739 42
<i>Deduct</i> payments on debt since May 1, 1868,	232,807 00
	_____
	\$5,097,932 42
<i>Add</i> bonds and mortgages on public lands now in the City Treasury, all of which are considered good . . . . .	520,377 33
	_____
Total means on hand for the redemption of the debt, December 31, 1868 . . . . .	5,618,309 75
	_____

## THE DEBT AND MEANS OF PAYING IT OFF.

The consolidated debt of the city, *funded* and *unfunded*, December 31, 1868, amounts to

\$18,428,502 75

Less the means on hand for  
paying the same, Decem-  
ber 31, 1868 . . . . . 5,618,309 75

*Net* debt, December 31, 1868 . . . \$12,810,193 00

The consolidated debt of the city, *funded* and *unfunded*, December 31, 1867, amounted to

\$13,645,336 24

Less the means on hand for  
paying the same, Decem-  
ber 31, 1867 . . . . . 4,699,280 73

*Net* debt, December 31, 1867 . . . 8,946,055 51

*Net* increase of the debt during 1868 . . . . . \$3,864,137 49

The preceding statement shows that the *gross* debt during the year 1868 increased \$4,783,166.51, and that the means for the redemption of the debt increased \$919,029.02; and that the *net* increase of the debt was \$3,864,137.49.

Respectfully submitted,

NATHANIEL B. SHURTLEFF,  
*Mayor.*

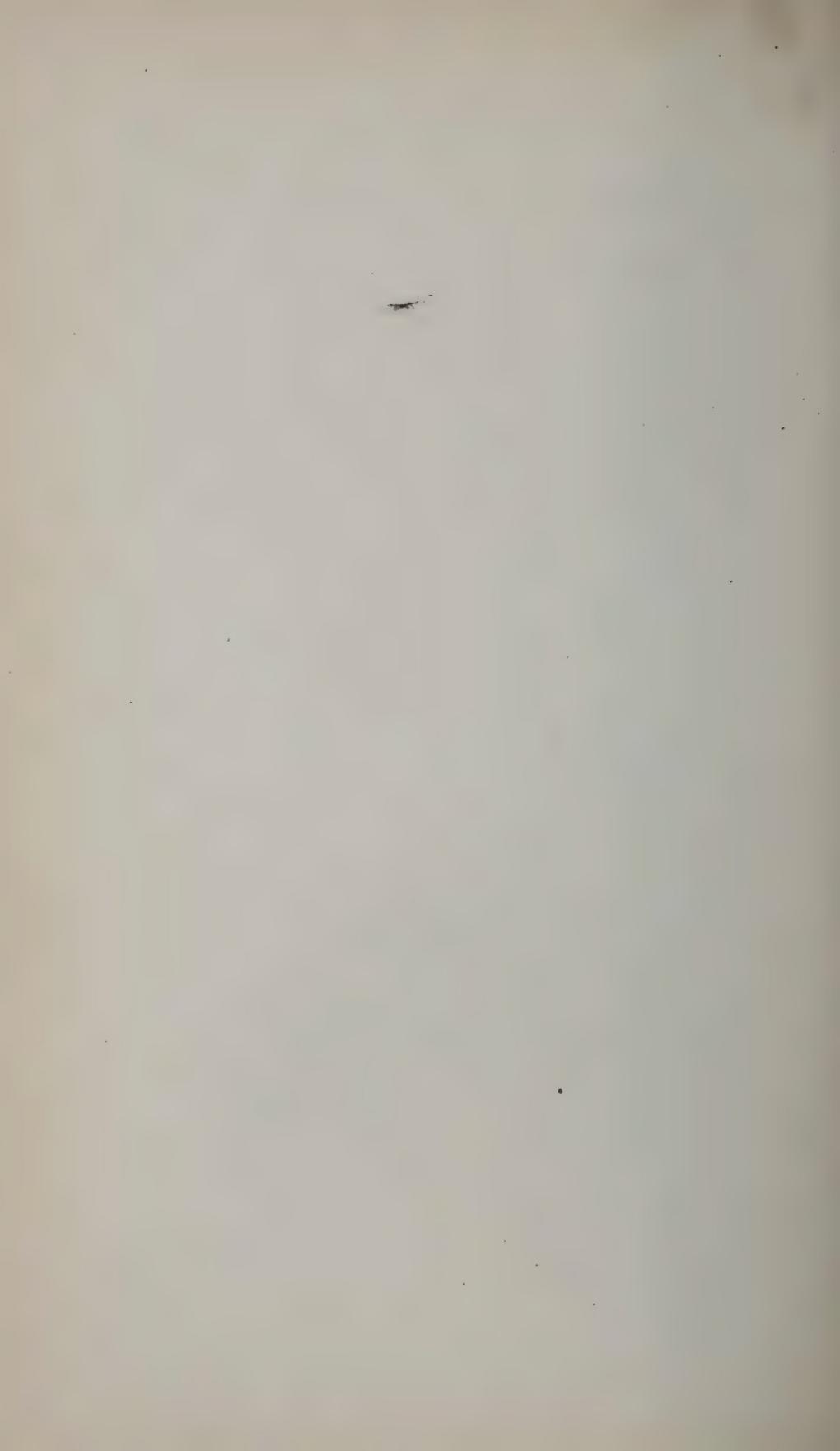
CHAS. H. ALLEN,  
*President of the Common Council.*

CHAS. R. TRAIN,

*Chairman Com. on Finance on the part of the Common Council.*







THE

# INAUGURAL ADDRESS

OF

# NATHANIEL B. SHURTLEFF,

MAYOR OF BOSTON,

TO

# THE CITY COUNCIL,

January 3, 1870.



BOSTON:

ALFRED MUDGE & SON, CITY PRINTERS, 34 SCHOOL STREET.

1870.

*F. 11152*

*John H. S. Sturteff.*  
*Jan 8. 1870.*

CITY OF BOSTON.

---

*In Common Council, Jan. 3, 1870.*

*Ordered, That His Honor the Mayor be requested to furnish a copy of his Address, that the same may be printed.*

Sent up for concurrence.

Attest:

W. P. GREGG, *Clerk of Common Council.*

*In Board of Aldermen, Jan. 10, 1870.*

Concurred.

NEWTON TALBOT, *Chairman.*

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## MAYOR'S ADDRESS.



## A D D R E S S.

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GENTLEMEN OF THE CITY COUNCIL :

Undertaking again to perform the responsible duties which devolve upon the chief magistrate of our beloved city, and sincerely grateful for the very flattering manner in which I have been re-elected to a third term of service, I take this opportunity of extending, through you, to my fellow-citizens, my warmest thanks for the great and distinguished honor which they have most liberally conferred upon me, in making me, by their unmistakably expressed voice, the free and independent executive officer of a city whose reputation for all that is good, liberal and loyal, and whose interest in all that can conduce to the benefit, improvement and happiness of the human race, is so wide-spread, and so universally recognized and acknowledged: And I assure you, and them, that the confidence which has been so generously reposed in me will incite me to renewed endeavors in the faithful and impartial perform-

ance of the high and responsible official duties which will necessarily fall to me, in connection with the management of the affairs of the city, during the year which has just commenced.

On entering upon a new year of office we find the country in an unusually prosperous and peaceful condition, and the municipality, which is to be the immediate field of our labors, eminently blessed with health and happiness. General thrift and prosperity are sensibly apparent within our borders. Let us, then, in taking upon ourselves the weighty trusts that have been confided to us, be sensible of the great responsibilities which we have assumed this day, and of the favorable auspices under which we commence our present term of service, placing our reliance on that power which has so long and so well preserved us in the enjoyment of a government based upon the most liberal principles, and guaranteeing to all impartial justice and the right of civil and religious liberty. Let the performance of our duties be with a view to the good of all. Let us be watchful, therefore, over the interests of all, and neglectful of nothing,—constantly bearing in mind that the common weal is paramount in all instances, and that whatever conduces to the bene-

fit of the many is sure to be for the most general good of the community at large. Let our aim be to promote the prosperity and happiness of those whose lot in life is cast within our municipality; and let whatever may be for the improvement of their condition be ever uppermost in our desires, as well as constantly in our thoughts.

Two years ago the neighboring cities of Boston and Roxbury, which had for more than two and a third centuries existed side by side as distinct and independent corporations, became, by their own consent, and the permission of the legislature, united under a common destiny. And this day consummates the consolidation of Boston and Dorchester as one city, by the union of two ancient municipalities, coeval in age, dating back about two hundred and fifty years, when both were incorporated by one short paragraph in the old record as two colonial towns under the charter that authorized the settlement of Massachusetts, and established for its colonists a free and liberal government. By this mutual act our city has again become largely increased in size,—its territory being enlarged nearly twofold, and its population, within its sixteen wards, augmented to more than a quarter of a million of living souls.

With this addition to the territory and population of Boston have arisen many new interests; and increased responsibilities have also been added to those, already weighty, which rest upon us who have been chosen to administer its prudential affairs. Therefore, we must not forget that these increased cares will demand extraordinary exertions on the part of the government. With additional labors, let us nerve ourselves to more strenuous exertions for their accomplishment; and, while we cordially give our united efforts for the furtherance of the objects for which we have been elected to office, let us rely, also, upon such assistance and counsel as every good and interested citizen should most freely bestow for the proper and satisfactory administration of affairs, which so much concerns the welfare of us all.

Ever mindful of the sad condition from which our country has just arisen, and that our happy restoration to peace has been at the greatest cost of treasure, as well as of the dearest blood of the nation, we must also remember that, necessarily, our fellow citizens are now burdened with the oppressive weight of a national debt, which cannot be relieved but by the imposition

of heavy taxes, which must be borne for many years to come. Let us, then, while we most steadily sustain the credit of the city, by maintaining its honor and fulfilling all its engagements and obligations, still conduct its affairs with a view to the strictest economy in the expenditure of its resources. In all matters that can be deferred to another time, as well as performed now, let us await the great necessity, and bend our energies exclusively to such as are of imperative requirement. In whatever there may be to be done, however, for the promotion of the interests and business facilities of our metropolis, let nothing stint nor delay immediate action, when the condition of the finances will allow the required expenditures without oppressing our citizens by inordinately increasing their taxes. Undertakings commenced should not be retarded, nor should judicious improvements, when absolutely demanded, be hindered in their accomplishment.

Of late years abuses have crept in upon municipal governments, which have been most severely criticised and condemned by those who furnish the means for their maintenance. Our fellow-citizens do not complain at moderate and judi-

cious expenditures for carrying on the business that necessarily devolves upon city officials; but costly and uncalled for luxuriousness meets everywhere with disapprobation. Let us strive, then, not to fall into any disgraceful errors; but by a strict adherence to all the proprieties of our positions, let us earn for our present administration a reputation for business excellence, municipal economy, and courteous deportment.

Boston is rising most rapidly in importance, in regard both to its maritime relations and its inland trade. Situated, as it is, with one of the best harbors of the western continent, possessing facilities of a superior character for communicating with all the great marts of the world, populous with citizens of enterprise and energy in all the numerous business relations, noted for its capitalists as well as for its manufacturers and mechanics, and distinguished preëminently for its institutions of science, the arts, and good learning, it is fairly on the way for a most remarkable and illustrious future. We can look back the past few years with just pride at the great advance it has made in all the arts of civilization. Particularly can we rejoice in reviewing our progress of the last year. Business has been everywhere in-

creased under the most liberal encouragements; thoroughfares for travel and transportation have been made more ample, and extended; old avenues have been improved, and all made free from tolls; new avenues have been built, and business conveniences established ; and efforts for the general welfare of our people have been made without stint. Our tide-waters have been most intimately united with the back country by the connecting bonds of the railways; our harbor has been improved to a degree that places it amongst the best in the world; wharf room and dockage have been increased in a very remarkable degree; and, although foreign vessels may aid us in the transaction of business, and transport our people to and from foreign shores, why should not Boston also rejoice in her constant and perfect commercial communication with all the great markets of the world, by means of her own, bearing the unconquered, and therefore the respected and honored colors of our own independent nation? Let our vessels pass over every ocean, ornament every harbor, and enrich and reward the energy, enterprise, ingenuity and industry of our citizens. To aid in this is our duty. Let no energy of ours be left untasked to accomplish an achievement so

desirable, and which will redound so much to our credit and honor.

Since the annexation of Roxbury and Dorchester to our territory, a great desire has been manifested by other neighboring municipalities to unite their destinies with ours, to gain what advantages may accrue to them by a comprehensive city government, and offering to us in return, wider fields of labor, as well as a more extensive domain. Charlestown, which made such a vigorous and unsuccessful attempt last year, is now again making ready to urge the same cause before the legislature, hoping that a constant and abundant supply of water from Mystic Pond will compensate our city for the benefits that can be conferred on our part. The same desire for annexation appears to be strongly exhibited in the neighboring towns of Brookline, Malden and Somerville. Some of these have already given notice of their intentions to petition the legislature for the acts necessary for the accomplishment of their wishes; and, undoubtedly, some action in reference thereto will be required on the part of this city. Whenever such necessity becomes apparent, it will be my duty to communicate with you more particularly on the subject.

The additional labors which devolve upon the city council, and more particularly on the Board of Aldermen, by the increase of territory and population, and the large number of new and diversified interests which consequently arise therefrom, demonstrate the necessity of establishing bureaus for the safer and more convenient manner of managing many of the important matters connected with the government of a large city like ours; and I feel constrained again to urge for your consideration the establishment, by ordinance, of some of the most important of these. The most needed, at the present time, are in relation to health, and for the laying out and altering streets. The duties in respect to these departments are almost exclusively within the power of the Board of Aldermen, after the appropriations have been made; and the labors consequent on a proper and satisfactory administration of these duties are too great to be expected of small committees, who have much other business to attend to, and whose reward is confined solely to the honor that should follow good and faithful servants of the city. A candid consideration of this suggestion is demanded by the great advantage which would accrue to the city, and particularly

to those persons who have dealings with it in the departments especially alluded to; and it is to be hoped that in a matter of so much importance your action will be on the broad ground of public benefit alone.

In striving to manage the great affairs of the city with promptness, and in a manner that will secure the greatest economy with the most efficiency, we must not lose sight of those of a more humble and less ostentatious character. We must never forget the debt of gratitude we owe to those who, in the hour of our country's greatest danger, manfully stepped forward for our defence and relief. These demand our warmest sympathies and our most generous aid. Let no mean nor niggardly hand, then, deal out pitiable charity to those whom it is our most sacred duty to protect from want and relieve from suffering. We must ever bear in mind the virtuous and worthy poor whose necessities require attention, and whose comfort and welfare should not be disregarded at any time. We must always keep in remembrance the interests and just rights of those who toil that others may reap the large harvests resulting from profitable labor. The honest and industrious laborer, whether man, woman, or child, has a demand upon

us for relief from unnecessary burdens, for the amelioration of condition, and for the proper facilities, at least, for the cultivation of talents equal to those possessed by the more favored. Let all have your protection, and grant to all that assistance which, as citizens, they have a good right to demand, as they have a just right to enjoy.

The city charter requires, and common practice has made it customary, that on this occasion I should present to your attention a general survey of the present condition of the various departments which will fall under your care during the year that has just commenced; and this I do with more than usual pleasure, because I believe that a good account can be rendered of the stewardship of the last year, and also because of the remarkably good condition of all things pertaining to these departments. Brief, indeed, these special remarks must of necessity be, yet a more thorough knowledge may be obtained from the various annual reports which will be presented to you hereafter by the heads of the different departments.

#### FINANCES.

The subject that naturally excites the most interest of our fellow-citizens is that which relates

to the finances of the city; and therefore I deem it my duty to lay before you at this time a concise view of the fiscal condition of our affairs at the commencement of this new administrative year.

The gross debt of the city on the thirty-first of December, 1869, as appears by the books of the Auditor of Accounts, was twenty-three million seven hundred and eighty-three thousand nine hundred and thirty-eight dollars and eighty-four cents, and the means on hand for its redemption, seven million five hundred and twenty-one thousand eight hundred and fourteen dollars and fifty-five cents, leaving the net debt sixteen million two hundred and sixty-two thousand one hundred and twenty-four dollars and twenty-nine cents. The amounts of the gross and net debt, as above stated, differ from those given in the report of the Committee on the Reduction of the City Debt, (made to the city council at their final meeting,) inasmuch as a loan for three hundred and fifty thousand dollars for the widening of Eliot street was passed at the final meeting of the council of 1869.

The debt statement shows that the gross debt has increased since the thirty-first of December, 1868, five million three hundred and fifty-five thousand four hundred and thirty-six dollars and nine

cents; that the means for redeeming the same have increased, in the same time, one million nine hundred and three thousand five hundred and four dollars and eighty cents; and that the net increase of the debt during the year 1869 was three million four hundred and fifty-one thousand nine hundred and thirty-one dollars and twenty-nine cents. The increase of the gross debt during the two past municipal years has been ten million one hundred and thirty-eight thousand six hundred and two dollars and sixty cents, and of the net debt, in the same time, seven million three hundred and sixteen thousand sixty-eight dollars and seventy-eight cents. Several of the loans were for works commenced under authority of orders of the city council previous to those years. Within two years, loans have been passed for one million two hundred and ninety thousand dollars for completing the Chestnut Hill Reservoir. Of the loans authorized, amounting to six million nine hundred and eleven thousand dollars, only seven thousand and five hundred dollars have been negotiated, the cash in the sinking fund thus far enabling the treasury to meet the demand upon it for the carrying on of the works for which the loans were ordered. The city council of last year author-

ized the Committee on Finance to fund several loans for street improvements into one loan, to be styled the Consolidated Street Improvement Loan, in a total not to exceed five million dollars; and that committee made it a sterling five per cent. loan; and at their request, the Treasurer of the city is now absent in Europe, as the agent of the city, for the purpose of better facilitating the disposal of the same.

The following comprise the loans which are to be negotiated, viz:

*Street Improvements.*

December 18, 1868.	Atlantic avenue,	\$1,200,000 00
" 31, 1868.	Widening Han-	
over street . . . . .		500,000 00
January 22, 1869.	Church Street	
District . . . . .		300,000 00
April 24, 1869.	Widening Federal	
street . . . . .		75,000 00
May 3, 1869.	Broadway extension.	550,000 00
July 2, 1869.	Church Street District,	475,000 00
July 23, 1869.	Fort Hill improve-	
ment . . . . .		1,250,000 00
<hr/>		
<i>Amount carried forward . . .</i>		\$4,350,000 00

<i>Amount brought forward . . . . .</i>	\$4,350,000 00
October 15, 1869. Widening Han-	
over street . . . . .	600,000 00
November 26, 1869. Widening Tre-	
mont street . . . . .	20,000 00
December 31, 1869. Widening Eliot	
street . . . . .	350,000 00
	<hr/>
	\$5,320,000 00
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The above form the Consolidated Street Improvement Loan up to the amount of \$5,000,000.

*School-houses.*

March 30, 1869. Girls' High and	
Normal School-house . . . . .	\$170,000 00
June 25, 1869. Grammar School-	
house, Ward 1 . . . . .	90,000 00
July 2, 1869. Grammar School-house,	
Ward 14 . . . . .	23,000 00
July 17, 1869. Primary School-house,	
Appleton street . . . . .	60,000 00
Sept. 4, 1869. Primary School-house	
Lot, Yeoman street . . . . .	18,000 00
	<hr/>
<i>Amount carried forward . . . . .</i>	\$361,000 00

<i>Amount brought forward . . . . .</i>	\$361,000 00
Sept. 7, 1869. Primary School-house, Berlin street . . . . .	58,000 00
Sept. 21, 1869. Primary School-house, Fayette street . . . . .	41,000 00
Nov. 9, 1869. Grammar School-house, Ward 14 . . . . .	90,000 00
Dec. 28, 1869. Primary School-house Lot, Sixth street . . . . .	7,000 00
Dec. 28, 1869. Primary School-house, Yeoman street . . . . .	50,000 00
	<hr/>
	\$607,000 00
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*Chestnut Hill Reservoir.*

July 2, 1869. For completion . . . . .	\$500,000 00
	<hr/>

*East Boston Ferry.*

Oct. 15, 1869. East Boston Ferry Scrip . . . . .	\$275,000 00
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*Water Works, Boston Highlands.*

Oct. 2, 1869. Water Works, Wards 13, 14 and 15 . . . . .	\$125,000 00
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*Water to Deer Island.*

Sept. 24, 1869.	Water to Deer Island,	\$54,000 00
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*Engine House.*

May 14, 1869.	Engine and Hose	
House, East street . . . .		\$22,500 00

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(\$7,500 of this Loan negotiated.)

*Recapitulation.*

Street improvements . . . .	\$5,320,000 00
School-houses . . . .	607,000 00
Chestnut Hill Reservoir . . . .	500,000 00
East Boston Ferry . . . .	275,000 00
Water Works, Boston Highlands, .	125,000 00
Water to Deer Island . . . .	54,000 00
Engine House . . . .	22,500 00
	<hr/>
	\$6,903,500 00

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To meet the interest on the gross debt and the amount required to be raised by a tax on the capital of said debt, for the Debt Sinking Fund, will entail taxation, in round numbers, of upwards of \$2,000,000.

It is deemed important, under this head, to again bring to your attention the urgent necessity there is for a wise economy in conducting the several departments of our city, and the importance of not undertaking any new public work unless an exigency exists which must be met, and cannot without detriment to the welfare and interests of the city be delayed. The street improvements commenced by your predecessors will, I learn, require additional appropriations to complete them. You will, therefore, see that all new measures involving large expenditures of money should be thoroughly investigated, and their necessity be clearly shown, before you impose further burdens on our tax-paying citizens.

With these brief remarks, I leave the subject of finance to your most thoughtful consideration, with a view to the most economical expenditures under the pressing demands only of the great interests of the city.

#### ASSESSORS' DEPARTMENT.

The following suggestions and facts, having reference to this department, without which all others would be comparatively useless, are submitted for your particular attention. The growth

of the department may be easily inferred from the fact that, in 1854, fifteen years ago, the amount of money raised by taxation was only about \$1,800,000, while in 1869, the year just passed, the amount deemed necessary to meet the expenses of the city was upwards of \$7,200,000. The just and equitable apportionment of large sums like this among the taxpayers requires much skill, experience and wisdom on the part of those to whom this difficult task is assigned.

As the annexation of Dorchester renders it necessary to make an alteration in the present ordinance relating to the assessment of taxes within our municipality, may it not be well to have a general and thorough revision of the whole ordinance relating to taxation?

Undoubtedly the largely increased value of property has been caused by the great infusion of paper money into the currency of the country, and this has, unquestionably, been more apparent than real. Real estate, in particular, has attained a very high speculative status; and it is to be feared that too frequently its market worth has been estimated more by the extravagant spirit of the times, than according to its solid intrinsic value. Grave complaints are often made on

account of the valuations based upon this; and perhaps these could be properly revised, so as to represent the true value of real estate, divested of this inflation, and more in harmony with the value placed upon this kind of property in other cities and large towns within the Commonwealth, so that an undue proportion of the State tax be not levied on the property of our citizens. No taxpayer, however, can justly complain of the valuation of his personal property, as he is annually invited and urged to furnish a schedule to the assessors; and when this is done, there cannot be any danger of an unwarranted dooming.

There are many persons, well versed in the duties of levying taxes, who believe in the old system of per-diem assessors, and think that the new plan is inferior to the old, and that the local assessor is more likely to arrive at the true valuation of property than can the general board of assessors with their usual mode of doing business; and it is quite reasonable that he who daily passes over his own particular district can more intelligently and satisfactorily perform the delicate duty of appraising property than can others, however experienced in such matters, without this special advantage.

*Legal Decisions.*—Reference was made in my last year's address to the law relating to the assessment of bank stock held by persons not residing in the Commonwealth. At that time the first tax under the new law had been levied by the assessors, and transmitted to the treasurer for collection. The constitutionality of the act being questioned, test cases were made against the city and its treasurer, at the March term of the Supreme Judicial Court. The decision affirmed the constitutionality of the law, and the taxes levied are in process of collection. Although the suit to test the validity of this enactment was brought against the city, Boston had no direct interest in the issue, the tax being laid and collected by the city assessors and treasurer, as the agents of the Commonwealth, to whose officers they account for the entire revenue from this source. But, apart from the fact that our officials are called upon to administer this law, the city, which pays so large a portion of the expenses of the State, cannot be indifferent to any result affecting the income of the Commonwealth, and consequently the city's proportion of State taxation.

*New Laws.*—The legislature of 1868, by an

enactment of that year (chapter 211) required that the assessors should annually post in two places in each ward a list of all persons within the city to whom a poll tax was assessed. It probably did not occur to the committee who recommended the passage of this law, that a literal compliance with its provisions would entail a heavy expense upon the city, and that it would not be easy to find proper and convenient places for posting the many thousand names that make up the list of persons assessed within our municipality for a poll tax. This provision of law was, after a single year's trial, repealed by the legislature of 1869, which, however, by chapter 443, extended the time in which an assessment of a poll tax could be made, from the first day of August to the fifteenth day of September. Under the amended act two hundred and sixty-two persons, omitted by the assessors, were assessed in time for the tax and voting lists. An additional law in relation to taxation, contained in chapter 190, provides penalties of fine or imprisonment for bringing in to the assessors a false or fraudulent return on list of property.

*Abatement of Taxes.* — The abatement of the tax of 1869, at this time, represents an amount

equal to ninety-six one-hundredths of one per centum of the whole valuation of the city. The abatement of 1868, at the corresponding time, was eighty-eight one-hundredths of one per centum; that of 1867 was 1.42, and that of 1866, 1.27 per centum. This small advance over the preceding year, in view of the large increase of valuation, the increased rate of taxation, and the recent receding of values, is a result as gratifying as it is unexpected.

*Amount Raised, and Rate of Taxation.*—The amount raised by taxation for the current financial year was \$7,279,324, of which \$903,925 was for the use of the Commonwealth (the city's proportion of a State tax of \$2,500,000), and \$6,375,399 for the city and county. The rate of taxation was \$13.70 on each one thousand dollars, an advance on the rate of the preceding year of \$1.40 on a thousand dollars. In this connection, it may be of interest to note the fact that the average rate of taxation throughout the State for the year, as determined by the tax commissioner of the Commonwealth, was \$15.52 on each one thousand dollars.

*Valuation of the City.*—The valuation of the city by the respective Boards of Assessors for

1869, of the city of Boston and the town of Dorchester, now the sixteenth ward of our city, was—  
Boston.—

Real Estate,	\$332,051,900
Personal Estate,	217,459,700
Total . . . . .	\$549,511,600

Dorchester.—

Real Estate,	\$12,826,200
Personal Estate,	7,489,500
Total . . . . .	\$20,315,700

Exhibiting a total valuation of real estate in the two municipalities of \$334,878,100, of personal estate of \$224,949,200, and a grand total of \$569,817,300.

The valuation of 1868 of Boston and Dorchester was—

Boston.—

Real Estate,	\$287,635,800
Personal Estate,	205,937,900
Total . . . . .	\$493,573,700

Dorchester.—

Real Estate,	9,291,200
Personal Estate,	6,035,100
Total . . . . .	\$15,326,300

Total of real estate for both, \$296,927,000; of

personal estate, \$211,973,000, and grand total, \$508,900,000.

The increase of the valuation of 1869 over that of the preceding year was, for Boston, 15.09 per centum on the real estate, and 5.59 per centum on the personal estate; for Dorchester, 38.04 per centum on the real estate and 24.09 per centum on the personal estate. The large increase in the valuation of the city, while it has marked, in some degree, permanent improvements in real estate, and the prosperity of the citizens, is, nevertheless, in a large measure, undoubtedly due to the efforts of the assessors to estimate values—especially of real estate—by the amounts asked and obtained in sales of such property. It would seem, however, as the currency approximates to a specie basis, and the purchasing power of our paper money increases, that a different and lower valuation of property must result. In the opinion of many observers the growth of value in real estate, which has constantly augmented in price for some years past, has already been checked; and the receding prices that have become manifest for some classes of this property, indicate, for the present at least, a decline of its value. It would appear by com-

paring the valuation of Dorchester in 1869 with that of 1868, that a greater relative increase had been found in that locality than in Boston. But while the same influences which produced our increased valuation must have had their effect in that rapidly growing section, yet so large an addition as 32.54 per centum in a single year must have been the result of an effort on the part of the assessors to put the property of the town at its full market value. If this view is correct, a fair test of the advantages of annexation will probably follow. The future increase of the district above the 7.92 per centum, which is the annual increase of the preceding five years, could be fairly taken as the measure of increased value from this cause. The average rate for the past five years has been in Boston, \$13.98; in Dorchester, \$12.50, on each one thousand. The greatly increased valuation has, in the latter place, reduced the rate of tax for 1869 to \$8.80 on each one thousand dollars. The addition of this territory, with a valuation of twenty millions, a population of more than twelve thousand, and an area larger than all the fifteen wards which, up to this time, constituted the city, will doubtless add largely to the labors of this department.

## VOTING LIST.

By the annexations of Roxbury and Dorchester the territory of Boston has become so large, and the wards of the city so extensive (each one of them containing more voters than most of the towns in the commonwealth), that the labor of preparing the annual Voting Lists is greatly increased. For the last thirty years the duty of preparing and correcting the lists of the several wards, which is imposed by law upon the Board of Aldermen, has been performed solely by the City Clerk and his assistants, who have attended to this delicate and important matter, it is believed, with the utmost impartiality, and with a fidelity to the requirements of the constitution and laws which has been questioned by no one who understands the difficulty of registering correctly the names of forty thousand voters.

The method prescribed by law for preparing and correcting these lists, though adapted to towns and small cities, where the voters are comparatively stationary, and consequently well known to the constituted authorities, is entirely unsuited to so extensive a municipality as our own, where the number of persons entitled to the privilege is so large, the accessions to our citizens

so numerous, and the changes of domicile so frequent. With a territory embracing many miles in extent, it is a hardship to compel the legal voters of the outlying districts to seek one central place in order to be registered on the lists; and the crowds in the City Hall are often so great, on the eve of an important election, as to necessitate much loss of time to any one thus seeking to be registered.

This important matter is worthy your attention with a view to obtain such legislative enactment as will authorize large municipalities, like our own, to establish Registration Districts, so that the ward lists, for the purpose of registration and correction, may be brought nearer to the residences of the persons entitled to be enrolled thereon. Though such a plan may not be attended with that thorough accuracy which now exists in this department, yet it is believed many qualified voters would be registered who do not attend to that duty under the present system.

#### PUBLIC LANDS.

During the past year the sales of the public lands, made under the direction of the committee, have been nearly double those of the preceding

year. The number of square feet sold in 1869 amounted to three hundred and seventy-six thousand three hundred and seventy-two and eleven one-hundredths, for the sum of four hundred and sixty-four thousand one hundred and fifty-three dollars and seventy-seven cents. The amount of the first instalment in payment for the same was forty-seven thousand and fifty-seven dollars seventy-seven cents. The expenses of the department during the year have been fourteen thousand three hundred and fifty-seven dollars and fourteen cents. The amount of saleable land belonging to the city, and in charge of the department, is as follows: South of Dover street, six hundred and fourteen thousand six hundred and one square feet; at South Boston, six hundred and thirty-eight thousand and ten square feet, making a total of one million two hundred and fifty-two thousand six hundred and eleven square feet. Besides the above, the city owns a wharf lot on Swett street, containing twenty-two thousand and sixty square feet, which is leased for a term of years; and also two lots on Rutland and Canton streets, west of Tremont street, containing sixty-three thousand six hundred square feet, held subject to the order of the city council.

## WATER DEPARTMENT.

During the past year, while other large cities have suffered from the scarcity of water, we have been blessed with an ample supply for all the purposes for which it has been required. Although the consumption has been largely increased by the rapid growth of our city, and by the annexation of Roxbury, where over twenty miles of pipe have been laid, and eleven hundred and forty-six new water-takers added to the list, it is fair to presume that the demand for an extra additional supply will continue in nearly the same ratio for the ensuing year in consequence of the annexation of Dorchester, a portion of which it will be necessary to supply; and I am informed the city council will be called upon for an appropriation of two hundred and fifty thousand dollars, in order to defray the expense of laying main and service pipes in this locality.

The Cochituate Water Board, feeling the necessity of providing for a further supply of water to meet the increased demand, caused, partially, by the addition of new territory, asked permission of the city council to contract with the Mystic Water Board to furnish East Boston and Deer

Island from their superabundance, which was granted; and a contract was accordingly made, which went into effect on the first of the present month. This arrangement, it is thought, will sufficiently relieve the draught on Lake Cochituate to meet the demand for some years to come, and at the same time enable the citizens of Ward 1 to have a larger supply at a much higher level.

During the past year great complaint has been made on account of the loss of head on the high service in the city proper, and the Water Board have now under consideration several plans to remedy this evil. The arrangements already made for the high service in Wards 13, 14, and 15, by means of the stand-pipe on the old fort, are nearly completed, and will be in full operation before the close of the present month.

The work on the Chestnut Hill Reservoir has been pushed forward as fast as was prudent, and is now so far advanced as to leave no doubt that it will be finished, and dedicated to the use for which it has been constructed, during the present year. Only a small portion of the main bank remains to be built. The Effluent Gate House is now up to the level of the top

of the bank, and the forty-eight-inch main is already connected with the present mains near the Brookline Reservoir. The portion of the driveway around the basins, already finished, has been a great place of resort during the past year, and appears to have met the decided approval of the citizens. The remainder will be completed early in the spring.

The income from this department has not been sufficient to meet the expenses and interest on the water debt, which, on the first of May last, amounted to eight million eight hundred and fifty-six thousand six hundred and eighty-seven dollars seventy-one cents. Several changes have been made in the water ordinances, allowing the Water Board to charge the Fire Department for the use of the water, and for the care of the hydrants, and also to charge all the other departments for the water used by them. These charges, it is hoped, will be sufficient to enable the department to meet its expenses and interest.

Since the introduction of water, in 1848, over a million of dollars have been added to the water debt by the deficiency of income over the interest and expenses; and if the several departments had been charged for the water used by them, this increase

would have been prevented. It may, perhaps, be well for you to consider the expediency of transferring from the water debt to the regular city debt an amount sufficient to meet this deficiency.

The total number of water takers now entered for the present year is thirty-one thousand three hundred and forty, being an increase since the first of January, 1869, of one thousand six hundred and two. The total income received the past year has been five hundred and ninety-six thousand seven hundred and twenty dollars eighty-three cents; and the estimated income for the year 1870 is seven hundred thousand dollars.

### POLICE.

The city is much dependent upon a well ordered police for the proper management of its affairs; consequently much interest is always had in reference to it by the citizens, who, together with their property, are protected by means of its officers. These have much more to do than has generally been supposed. The officers have to patrol every part of the city and harbor during the day and night. They are employed in the recovery of lost and stolen property, and in the prevention of crime and the detection of criminals; in the

execution of the laws and ordinances of the city council, and of the orders of the Board of Aldermen. Their attendance is required at all public gatherings; and on all occasions they are required to protect life and property, and to preserve the peace. They have the care of the City Hall, station houses and city prison, and a general supervision of all licensed carriages, wagons, junk shops, pawn-brokers' shops, intelligence offices, building permits, and the like matters. It is their duty to take notice of all nuisances, and all defective drains, water-pipes, gas-pipes, gas-lights, streets and sidewalks. They take notice of street openings, obstructions and defects. They look after the city clocks, city telegraph wires, and dangerous places and buildings. They extinguish fires in their incipient state, without alarm when practicable; and, when not, give fire-alarms, and are present at all fires. They assist in all sanitary measures, both in the city and in the harbor; they board all vessels arriving, and distribute harbor regulations. They have a watch over the powder-boats in the harbor, and prevent the removal of gravel from the islands. The care of the public bath-houses is intrusted to them; and they carry messages for all the departments,

three times each day, to all parts of the city, and have a general care and watchfulness over all of the numerous city interests. These are but a small part of the duties of a good policeman, for his employments are exceedingly numerous. He therefore, should be a man of intelligence, of good habits, of the strictest integrity, and of great firmness of character; for frequently he is called upon to notice matters of the greatest delicacy, where promptness and decision, together with discretion and intelligence, are absolutely required. Gentle and respectful, yet firm and decided, he should always be in the performance of his duty; and in no instance should he ever forget what becomes a gentleman in his intercourse with others. Decorum, decency, and an orderly behavior are especially essential to a good officer. Boston is fortunately favored with the possession of a force which embraces these cardinal requisites, and its department is noted throughout the country for its excellence and efficiency.

At the commencement of the last year, the department consisted of nine police districts, and four hundred and twelve men, supposed to be an allowance of one officer to about six hundred inhabitants. During the year a tenth district was

formed, by dividing the Highlands into two districts. Five members of the department have died during the year; thirteen have resigned, and six have been discharged; and fifty-five new appointments have been made, so that the force at the present time consists of four hundred and forty-three men.

The increase of territory consequent on the admission of Dorchester as a part of our municipality will require an addition of several more men. In view of new arrangements in consequence of this increase of domain, and for the better management of a widely extended district, I would recommend that wards thirteen, fourteen, fifteen and sixteen, which include the Highlands and Dorchester, should be divided as soon as practicable into three police districts, and that a new station-house for the Ninth district should be built near the corner of Cottage and Dudley streets; that until this division can be made, temporary places be assigned in Dorchester as sub-stations, to be under the charge of Sergeants, who shall be required to report twice every day for the present, to the Captain of the ninth district, who in turn will report daily to the central office at City Hall. One of these sub-stations can be at, or near, Harrison

square or Field's corner; another at Mattapan; and the third at Town Hall, with a Sergeant and six men at each of these. To meet this and other demands, I would suggest the additional appointment of three Sergeants and about thirty men, who for the present shall be attached to the Ninth district at the Highlands. There is at present a lockup at the Dorchester poor-house, which would answer the purposes of one of the sub-districts; another at the Lower Mills that will do for that neighborhood; and with a little expense a third could be made at the Town Hall, which is near the geographical centre of the new territory. There remains an unexpended amount of the appropriation for the Police Department which will be sufficient for the present financial year, if these suggestions should meet your approbation, and be carried out. In view of the long distances required to be travelled by the policemen, it is worthy of consideration whether properly mounted patrolmen should not be established for parts of the Highland and Dorchester police districts.

It would conduce much to the good of the department if a surgeon were to be attached to it; and it is believed that the establishment of such an officer would save the officers much expense,

and prevent a large part of the imposition that sometimes occurs.

Those who have been conversant with the department are painfully aware of the fact, that something ought to be done towards establishing means for the relief of decayed and superannuated policemen, who have faithfully discharged their duties to the city and their fellow-citizens; and more especially should provision be made for those who have been injured or incapacitated during city service from earning a subsistence. These classes of officers are by no means small, and yet are not so large but that some suitable and unoppressive plan may be devised for their relief.

There are those who believe that the establishment of a secret service fund for detective purposes would be relief in cases, where expenses are absolutely required for the recovery of property and detection of criminals, that cannot be reached by the ordinary means of the department. This is a subject well worth your consideration and should, at your convenience, receive your attention.

It is my duty again to call the attention of the city council to the necessity of procuring a steam tug for the harbor police department. As our

water border has much increased by the process of annexation, this necessity becomes more apparent. Our shipping must have the advantage which a good tug, with water engines, can afford in case of fire. The department must have something more reliable than a sailing vessel in case of mutiny when tides and wind are unfavorable. A proper steam vessel, with suitable pumps and engines, will serve a good purpose, and amply repay the expense necessary for its purchase, by the protection it will give to our shipping, and the greater facilities it will afford in enforcing the laws and ordinances, and in advancing the interests of our citizens engaged in commercial pursuits.

It is with much regret that I feel obliged to urge again a change in the apparatus in the several station-houses for communicating with the central office. The simplicity of the dial telegraph is such that it can be managed with ease, intelligence and despatch by the merest tyro in such business, and yet be of incalculable benefit to the department.

I am happy in stating that one of the greatest embarrassments that has heretofore existed in the city, that of impediments to travel by the continuous streams of vehicles interruptedly con-

nected, has been by a wise and generous provision of the legislature very much abated. An enforcement of the orders already established by the city, although in some cases it may produce individual annoyance, must be kindly submitted to, as affording a great benefit to the mass of people travelling and doing business near the public street crossings. The order will be most strenuously enforced by the proper city officers, and yet it is hoped the public will also join in promoting this desirable accomplishment. Much inconvenience exists in our crowded business streets in consequence of the unnecessary embarrassments caused by the useless delays of carriages, express wagons, and pleasure vehicles, whereby they block up the way and render travel almost impossible. Could a proper regard be given to the rights of all, such hindrances would not occur, and the constant requests for street widenings and the opening of new avenues and the extension of old ones would be considerably reduced.

The number of arrests during the past year has amounted to about twenty-one thousand nine hundred, and stolen property to the amount of about one-hundred and eighty-nine thousand and

five hundred dollars has been recovered, and restored to the owners. Nearly twelve millions of dollars have been reported by the officers as having been expended in the erection of one thousand one hundred and thirteen buildings; and one hundred and twenty vessels have been built within the city limits at an estimated cost of one million one hundred and sixty-one thousand eight hundred dollars.

Our citizens have every reason to be thankful for the great efficiency that has been perceptible in the department during the past year, which has been one of much more than usual demand for the best kind of service. The morale of the force has never been better; and the appearance and behavior of the men during the peace jubilee, and on other equally trying occasions, have reflected great credit upon them, and won for them respect and praises which they have received from many appreciative sources.

#### PUBLIC HEALTH.

No unusual sickness has prevailed in the city during the past year, and the usual epidemics which are so often the cause of the greatest alarm have been almost unknown to our people.

In former years a special inspection by sanitary police, appointed with a direct view to this department, has been found necessary for the enforcement of cleanliness, and the removal of unhealthy matters which were liable to engender disease. Owing to the great cleanliness of the city it was not deemed necessary to resort to a sanitary inspection, the citizens generously responding to the request of the department when made, and all incipient nuisances have been promptly abated by the usual means employed, without resorting to extraordinary measures for their suppression. This general state of cleanliness has been produced by the activity of the department; and the laws and ordinances relating to the public health have been promptly enforced, hardly giving time for any nuisance to get so far under way as to attract public attention.

Much good has accrued from the public baths, which have been in use four months of the year, during which time they have afforded benefits 1,024,074 times, that have been very apparent, as well as useful, to the class of inhabitants who have availed themselves of the privilege so freely and judiciously afforded by the city. The benefit, which has been so great as

to be noticed by strangers, has induced other large municipalities to pattern our institution, with a view of giving similar privileges to their people.

Perhaps something also should be credited to the ten public drinking-hydrants, introduced during the past year, and which have given so much comfort to the dumb beasts as well as to our own race. Undoubtedly more of these beneficences should be placed in public places not already supplied with these excellent influences for promoting health and comfort. Much has been done in the sewer department to aid health, and much more remains to be accomplished to insure its desirable continuance.

While the general good condition of the city is so apparent, a few nuisances yet exist which should be summarily abated. One of considerable magnitude is connected with Stony Brook, the original stream of which has been diverted from its usual course, and consequently all flowage has ceased, and many acres of land are complained of as a nuisance demanding the immediate attention of the department. The work, however, consequent on the requirement, is of such magnitude that it would be impracticable for the city to

act without authority from the legislature; and for this purpose it seems desirable that an early application should be made to the General Court for the proper power to abate this grievous nuisance of long standing, and by so doing add a large amount of valuable territory to the taxable property in the city. Another nuisance, in the neighborhood of Beacon and Brimmer streets, also requires permanent abatement, which can only be effected by the erection of a sea-wall, as has already been recommended, simple dredging being but a temporary relief, of but short duration.

Considerable advantage has followed the enactment of the tenement building law, passed by the legislature of 1868, and which commanded much attention from the health department during the past year; and yet something remains to be done to realize the benefits of this excellent law.

In my address of the last year, the attention of the city council was called to the necessity of remodelling this department. Nothing has as yet been done towards the improvements imperatively demanded for the public good. The growth of the city, both in area and population, has been so great that the labor and responsibility falling to this department is much too great for efficiency.

I repeat that the sanitary part of it should be placed under the direction and management of a suitable bureau, constituted with a reference to permanency, and composed of scientific and learned men, who have made its object the study of their lives. The services of practical men, skilled in the science of medicine, and learned in the economic arts, should be sought, and their opinions, founded upon experience and good judgment, should be duly respected and carried out. In this connection allow me to remind you that,—perhaps by some inadvertence,—no consulting physicians have been elected for the past two years; and it seems to me that, in case of the sudden appearance in our city of any contagious or infectious disease, we should most certainly be considered derelict of duty, if not chargeable with a gross neglect of the sanitary interests, which should always be considered among the most important of the various matters which come within our official cognizance.

The importance of a special department for street cleaning and the removal of house offal is very evident. This should, undoubtedly, be entrusted, as at present, to a capable superintendent, who can conduct it with the same ability that it

now is. Owing to the increase of the business of the department, as it exists at present, it is not only fair, but proper, that a special appropriation should be made for Public Buildings, and Commons and Squares, to meet the expenses which are incurred in the necessary removal of ice and snow from public walks, yards and squares. This would add much to the efficiency of the department, and remove impediments which frequently arise from a doubtful jurisdiction in many matters between this and other departments. The department of Public Health has more regular duties to perform in the winter season than it can well attend to, without being called upon to do the work of other departments.

The annexation of large districts of territory, including large farms and areas sparsely settled, has made it necessary that the ordinance on health should also be revised for the purpose of making such special provision for these as is not needed for the more thickly settled part of the city. The farmers cannot, and should not, be confined strictly to rules that, however well adapted they may be to the portions of the city that are covered with buildings, will be hardships to them in the ordinary pursuits of tilling

the soil, and managing large farms stocked with cattle for agricultural purposes.

Centrally situated places for the deposit of dry dirt, collected from the streets and houses, are much needed. These would be a great saving to the city, by diminishing the distance of teaming, and consequently the usual concomitant expenses which form large items in carrying out the work of the department.

The labor of this department is at present performed by three hundred and forty-nine men, and one hundred and nineteen horses, with harnesses and carts, all belonging to the city; and these must necessarily be increased in consequence of the large additional territory gained to the city by the annexation of Dorchester.

The inspection of milk, which is performed by an officer connected with this department, has proved highly beneficial to our citizens. The services of this officer have been constantly called in requisition; and the suppression of the sale of adulterated milk, and the encouragement of honest dealers, have had very good effect in the community.

## PUBLIC SCHOOLS.

The same deep interest in all matters relating to the public schools which has always existed in our community, happily continues, and the public are as ready as ever, in any period of our school history, to do all that is necessary for their encouragement and support.

Although the past year has not been signalized by any very striking occurrence affecting their general interests, it has, on the whole, been one of continued prosperity in all our educational affairs; and it is believed, that our schools, of all grades, from the primary to the highest departments, were never more worthy the confidence of our citizens than at the present time.

For the purpose of supervision, the city is divided into twenty-eight school districts. According to the School census, which was taken last May, the number of children in the city between five and fifteen years of age was ascertained to be forty-two thousand six hundred and twenty-four. There are four high schools—the Latin School for boys, the English High School for boys, the High and Normal for girls, and the Roxbury High School at the Highlands for boys

and girls. The free Latin School at the Highlands received from the city treasury during the past year the sum of three thousand dollars; and although not under the control of our School Board, it is practically a public school. There are twenty-nine Grammar Schools, of which ten are for boys, ten for girls, and nine for boys and girls. There are also three hundred and seven primary schools for boys and girls, two licensed minors' schools for boys, and ten evening schools for children over fourteen years of age and adults, and a school has recently been established for the instruction of deaf mutes. These schools are taught by eight hundred and twenty-one teachers, of whom one hundred and twelve are males, and seven hundred and nine are females. The average whole number of pupils belonging to the day schools of all grades was thirty-three thousand five hundred and thirty-five; and the whole number enrolled in the evening schools was one thousand eight hundred and seventy-one, with an average attendance of seven hundred and seventeen. The whole amount appropriated by the city Council for the current expenses of the Schools, for the financial year terminating on the last day of April, was one million sixteen thou-

sand eight hundred dollars, being about twelve per cent of the total amount of the appropriations voted for all purposes for the financial year, 1869-70.

During the past year the expenditures for school accommodations have been unusually large. Two primary school-houses have been completed, and three more of very large size are now building. Three first class grammar school-houses have been dedicated—the Lewis at the Highlands, the Rice in ward nine, and that in ward twelve at South Boston,—and two more of the largest size have been contracted for. A large edifice for the accommodation of the Girls' High and Normal School was commenced last spring on Newton street, and it is expected to be ready for occupancy at the beginning of the next school year. Appropriations have also been voted for building a new primary school-house at the Highlands, and for purchasing land for another in South Boston. By the annexation of Dorchester the city will come in possession of a public high school for boys and girls, and nine grammar schools.

The system of free evening schools, established by the school board, has entered upon its second

year and is meeting with marked success. Schools have been opened in different parts of the city proper, South Boston and the Highlands, and are attended by young persons and adults, whose only opportunities for education are found there. The entire number enrolled at the present time is two thousand, and the average attendance, eleven hundred. In these schools the ordinary studies of grammar schools are taught, while two special classes for instruction in mechanical drawing have been formed, and a school for the study of the English language by adults who have recently become citizens, has been established in the Highland district. Besides the schools for elementary instruction, an evening high school is nearly organized, which is intended to meet the wants of persons desiring special and technical instruction. Should the experiment in this direction succeed, it would be well for the city Council to supplement the present excellent opportunities for high school education, by affording the means of scientific and mechanical instruction to large numbers of intelligent young persons who desire such knowledge, and a higher mathematical education for young men in business employments. Believing the necessity and practical advantages of

this branch of public education to be appreciated by our citizens, it is commended to you for a continuance of your favor.

The schools for licensed minors have been productive of very beneficial effects, and the boys, who earn a livelihood by blacking boots, selling newspapers, and by pursuing other callings, receive an education through the privileges of these schools that they could not otherwise obtain.

The school for deaf mutes promises also to be of great advantage to a portion of our community that has as large a claim upon the city for education as any other of the class for which such liberal provisions have been annually made. A comfortable and commodious room for this school has been procured in Pemberton square, and will be used as soon as practicable.

While the city is doing so much to educate the different classes in our community in so many desirable and useful things, it is to be hoped that something will be also done towards instructing girls in industrial pursuits, so that those who may be necessitated to earn a subsistence by their hands, may have something useful to rely upon.

## THE PUBLIC LIBRARY.

The wants of this institution for increased accommodations are earnestly set forth by the trustees in their last report. It will be remembered that the attention of the City Council was called a year since to this subject. Although much preparatory work has been done, it is to be regretted that no substantial progress has been made in securing the facilities desired. The whole subject, however, has been referred to you by the last city government, and it is hoped you will be able to bestow upon it an early consideration, and such as its importance demands.

The recently amended ordinance has empowered the trustees, under certain judicious limitations, to establish branch libraries of popular books and periodicals in portions of the city remote from the central collection. It is proposed to arrange this new arm of educational service upon a system similar to that which has proved so successful in Liverpool and Manchester. It is not improbable that the trustees may be able to put into operation the first of these during the present year.

It must be most gratifying to our citizens to

witness the steady progress of this useful institution. May it long remain a monument of the foresight of its founders, and of the appreciative support of successive city governments!

### STREETS.

The most important of the street improvements that were authorized by the last City Government are the extension of Broadway across Fort Point Channel to Albany street, at an estimated expense, including the necessary structures, of five hundred and fifty thousand dollars; the widening of Hanover street from Blackstone to Commercial street, at an estimated expense of six hundred thousand dollars; the laying out and grading of the streets on Fort Hill, at an estimated expense, including the grading and all other necessary expenditures to complete the streets, of one million two hundred and fifty thousand dollars; the extension of Zeigler street from Warren street to Guild row in Boston Highlands, at an estimated expense of eighteen thousand four hundred and thirty-five dollars and fifty cents.

Several streets and avenues, some of them important thoroughfares, especially Columbus avenue and Dartmouth street, have been laid out on the

Back Bay lands, without expense to the city, the land having been given for that purpose. Numerous other streets have been laid out and widened in various parts of the city during the past year; and these have already proved to be valuable improvements, though of less importance than the above named. Among these should be enumerated the widening and grading of Devonshire street between Milk and State streets, the widening of Federal street between Summer street and South Boston, the widening of Tremont street between Boylston street and the railroad bridge, the widening of High street between Congress and Summer streets, the extension of Columbus avenue from Ferdinand street to Church street, the extension of Avon place to Chauncy street, and the building of the stone work of Atlantic avenue. On the Church street district Melrose, Winchester, Piedmont, Shawmut and Tennyson streets, widened by orders passed in 1868, have been completed and graded.

A resolve for the widening of Eliot street, from Washington to Pleasant street, passed the City Council, and received the approval of the Mayor the last week of the city government of last year, and its provisions for carrying out the same awaits your action.

Better avenues leading to the depots at the North End, and to Charlestown, are very much needed. The extension of Washington street to Haymarket Square and Portland street has been considered during the past year, and, although orders for the accomplishment of the object passed the Board of Aldermen, they were lost at the last meeting of the Common Council by a few votes. As this project will undoubtedly be again revived, it has been suggested that in connection therewith, the widening of Sudbury street, and the removal of Scollay's buildings, should be considered. If this should be accomplished Tremont street would be connected by a broad avenue with Haymarket square, which would, in turn, connect with the several streets which branch therefrom and lead to the depots, bridges and ferries at the North End. Although more important street improvements were authorized during the year 1868 than during the last year, yet the great amount of work of widening, building, and the settlement of damages and assessment of betterments, came within the duties of the year just past, it being an unparalleled year in that respect, and consequently the labors of the Committee on Laying out and Widening Streets have been more than usually onerous.

A plan for the laying out and grading of the streets on Fort Hill was matured by the committee having it in charge during the early part of the year, and the streets laid out by the city council accordingly, on the twenty-third of July last. This improvement has been delayed for several years on account of there having been no available place for the deposit of the earth. The laying out of Atlantic avenue has, however, relieved the city from the difficulty, and a contract has been made for the removal of a large portion of the hill, the earth to be taken to Atlantic avenue, which is to be completed by the terms of the contract on the first of September next.

Oliver street has been completed during the past year, and opened for public travel; and a large portion of the expense of widening and grading the street has been assessed on the abutters according to law.

The projected avenue across South Bay for connecting Ward 11 with South Boston will undoubtedly be brought up for your consideration during the year, and is deserving of your special attention.

The importance of straightening, widening and

extending the main avenues that connect the district embraced in the Highlands and Dorchester with the city proper are specially recommended to your early and favorable consideration.

#### PAVING.

The operations of the Paving Department during the past year have been very extensive, as was anticipated. From the first of January 1869, to the first of January 1870, there has been expended in the city proper, South and East Boston and the Highlands, the sum of six hundred and sixty-seven thousand eight hundred and seventeen dollars and ninety cents, including about five thousand dollars paid for grade damages, being two hundred and sixty thousand seven hundred and sixty-four dollars and one cent more than was expended in 1868.

In regard to important work performed by the department, mention may be made of the paving with small granite blocks of Tremont street, from Eliot street to Pleasant street, eight hundred feet in length; Federal street, from Summer street to the South Boston bridge, two thousand two hundred feet in length; and portions of Broadway, South, Kneeland and Cambridge streets, and the

squares around Faneuil Hall; also, the paving with wood portions of Tremont, Court, Bulfinch, East, School, Richmond and D streets, and Court square; also, the paving with round-stone of Federal street, from the Old Colony and Newport railroad to Dexter street, two thousand eight hundred feet in length, and of Hampden and Northampton streets one thousand six hundred feet in length; also, the raising and paving of Water and Devonshire streets and Spring lane; the grading of Dartmouth street and the streets around the Coliseum; the work on Shawmut avenue and Harrison avenue; the building of a wooden trussed bridge, two hundred and ten feet in length, on Dartmouth street, over the tracks of the Boston and Albany and Boston and Providence railroads, and an iron bridge on Dorchester street, over the Old Colony and Newport railroad.

The Committee on Paving have given considerable attention to the different kinds of pavement in use in other cities, with the view of making improvements, if possible, on our own streets. Visits have been made to New York, Philadelphia and Chicago, the operations and management of their street departments examined, and as much information obtained as time would permit, as to

the relative merits of the various kinds of pavements and their real worth.

The Committee and Superintendent are of the opinion that the small granite block pavement is best adapted for those streets most exposed to heavy travel. It is so even as to allow the carriage of heavy loads with comparative ease, and at the same time it affords a secure foot hold. Its durability, after several years' trial, is unquestioned. For streets in the vicinity of court houses, school-houses, banks and public offices, where freedom from noise is desirable, the wooden pavement is well adapted. During the year a considerable amount of the several varieties of this pavement has been tried. The Nicolson pavement was laid down on East, Richmond, School and Tremont streets, the Stafford pavement on Court square, Court street and Cornhill court, the McGonegel pavement on Tremont, Bulfinch and D streets, and the Paul pavement on Tremont street. These pavements have given such general satisfaction that many petitions have been presented to the city government for their more extensive use; but the Committee on Paving, are of the opinion that a sufficient amount of the several varieties has been tried to test their relative merits,

and that they should stand the test of time and use before being generally adopted. There has also been tried as an experiment, about sixteen hundred yards of the Concrete Pavement, viz: five hundred and seven-six yards on Myrtle and Joy streets, two hundred and ninety-one yards on State street, and seven hundred and thirty-three yards on Maverick square, East Boston; but no satisfactory decision in regard to it can be reached until it has been thoroughly tested.

By an order passed by the Board of Aldermen on the twenty-second of December, 1868, the Superintendent of Streets was authorized, under the direction of the Committee on Paving, to build Atlantic avenue. Plans and specifications for the sea-wall having been drawn by the City Engineer and approved by the Harbor Commissioners, proposals for building the same were advertised for and received, and the contract awarded to Messrs. Boynton Brothers, they being the lowest responsible bidders. The wall is to be completed by the first of May. A contract was also made by the Committee on Paving, with Mr. B. N. Farren, of Greenfield, for the grading of the avenue with earth from Fort Hill. This work is to be completed on the first of

September; and in all probability the whole avenue will be graded and paved before the expiration of the present year.

After the raising of the houses on the Church street district had been nearly completed, the paving of the streets was given in charge of the Superintendent of Streets, acting under the direction of a sub-committee on the Church street district. On this territory eleven thousand three hundred and ninety-three feet of edge stones have been set, and four thousand six hundred and sixty-six yards of round stone, six thousand three hundred and seventy-four yards of block stone, and five thousand seven hundred and thirty-four yards of brick sidewalks have been laid, and the expense thereof charged to the appropriation for the Church street District. The raising of this territory also necessitated the raising of Tremont street, and when this was done, the street was paved with the Paul wooden pavement, at an expense of eight thousand nine hundred and ninety-one dollars (not including the amount paid by the Metropolitan Railroad for having the space occupied by their tracks), and charged to the same appropriation.

By an order passed by the Board of Aldermen,

and approved on the fourth of May last, the building of the Broadway bridge was placed in charge of the Committee on Paving. Plans and specifications for an iron bridge were presented by the Moseley Iron Building Works, which being satisfactory to the committee, were referred to Major General Foster, T. Willis Pratt, Civil Engineer, and to the City Engineer, for their examination, and were approved by them in writing. It being required by Chapter 188 of the Acts of 1866, that the structure over Fort Point Channel should be erected under the direction and supervision of the Board of Harbor Commissioners, the plans and specifications were sent to them for their approval. After a delay of several weeks, the specifications were returned to the committee very materially altered, and they were required to have new plans drawn to conform to the new specifications, which caused still further delay. The contract for building the iron bridge was awarded to the Moseley Iron Building Work, their proposal (three hundred and thirty-one thousand seven hundred and eight dollars and seventy-six cents), being about forty-three thousand dollars less than that of the next higher bidder; and the contract for the stone abutments was awarded to Messrs. Clapp and Ballou.

The building of this bridge is now in progress, and the structure promises to be of great strength, durability and beauty. In its construction special regard has been had to the dimensions, location, and mechanism of its draw and piers, in their relation to the navigation of Fort Point Channel, and the maintenance and development of the commercial advantages and value of South Bay. It is confidently expected that this bridge will be completed and the Broadway extension open for travel, early the coming season.

The annexation of Dorchester to Boston will increase the operations of the Paving Department very considerably. The necessity of properly constructing, and maintaining in good condition the principal highways leading from the city proper, through that territory, as well as those through the Highlands, and the Mildam road to Brookline, is becoming more apparent every day.

A large number of petitions for improvements on the streets, and for grading and paving streets recently laid out as public highways, and which it was impossible to attend to during the last season for want of time and the necessary means, have been referred to the present government, and it is to be hoped that they will receive your earliest consideration.

## SEWERS.

The expenditures in this department have increased with the expanse of territory and the extension of the water supply, so that facilities for drainage can hardly be supplied as fast as demanded by the inhabitants. In addition to the extension of the regular sewerage system, chiefly in the Highlands, it has been necessary during the year to construct large works for intercepting the drainage of the basin enclosed by Atlantic avenue, so as to permit the filling of the docks. The cost of this work, when completed during the coming year, is, by act of the legislature, to be assessed upon the wharf property, and repaid to the city.

A large sewer has been nearly finished in Concord street, which it is hoped will favorably affect the drainage at the South End, so far as the evils resulting from too low a grade can be remedied by ordinary appliances.

The Church street district has been supplied with new sewers at a higher level, and is now effectually drained; but the adjacent territory, known as the Suffolk street district, is suffering from the same causes, and demands the same efficient remedy.

Nothing has been done during the year under the act of the legislature for improving Stony Brook, in conjunction with the town of West Roxbury; but each corporation has kept the present channel in good order, and removed obstructions. A general and permanent improvement of the great sewer must soon be carried out.

#### LAMP DEPARTMENT.

The importance of this department, extending as it does into every portion of our city, is hardly understood or appreciated, except as incidentally our citizens are deprived of its services from unavoidable causes. Its labors continue at night as well as by day, and the constant and untiring supervision of its superintendent is required at all times to keep it in complete working order. It is eminently one of the growing departments of the city, keeping pace with the addition of new territory, the laying out and building up of new thoroughfares, the constant changes caused by the widening of streets, and the erection of new buildings in the older portions of the city. The ensuing year will be one of great activity, in consequence of the recent annexation of territory, and the rapid building up in the older sections of the city.

The expenditures of this department form an important feature in our appropriations for the year, and it is to be hoped that the same commendable economy in the disbursement of the public moneys may continue to be as marked in the future as in the past.

Your attention is requested to the annual report of this department, to be presented in a few days, in which will be found much that is of value and interest, and more of detail than can be given on this occasion.

#### FIRE DEPARTMENT.

Our fellow-citizens have every reason to be satisfied with the condition of this department, and of its operations during the past year. The establishment of the fire brigade has been of great importance, and has been productive of very perceptible benefit to the owners of property endangered by fires.

The subject of incendiarism within our rapidly extending city demands our serious consideration. It is well known that of all the alarms which call out our fire department probably not less than twenty per centum are traceable to this cause. The expense to the city of each of these alarms

is considerable in the course of the year; and when in addition to this we consider the much greater loss to individual property holders, the peril to life, and the injury to good morals which this crime, unchecked, necessarily causes, the importance of some measure for its prevention becomes apparent.

It is thought by the underwriters that a competent fire marshal, with proper powers and authority, would add to the efficiency of the department, be a great saving to the community, and add much to the security of property, by having a constant watch upon the causes that so frequently originate the large fires that occur in great cities. I would therefore recommend for your consideration the appointment of such an officer, whose duty it shall be to investigate and ascertain, as far as may be, the cause of each fire, and who shall have authority to take immediate possession of any premises where fire has occurred, and hold them until he can make a proper inquest into the origin of the fire. This officer might, also, be made Inspector of Buildings, with a view to the protection of life and property from destruction in consequence of insecure walls and the defective construction of flues, and should

have authority to arrest the work on any building in process of erection which he might deem unsafe, until the question of its safety could be determined by some prescribed method. I suggest that the legislature may be asked to authorize the appointment of such an officer; and if the power is granted, then, that at an early day, an ordinance creating such an officer, with such powers and limitations as you may deem wise and necessary, be passed. This subject has been several times brought to the attention of the city Council, by the chief engineer of this department, and I renew it now at the earnest solicitation of the principal men who manage the institutions for insurance against fire, doing business in our city.

During the year there have been three hundred and seventy-five fires within the city limits, an excess of eighty-two over the number reported for the previous year, while the loss has been thirty per centum less. There have been only two very extensive fires,—one of buildings on Commercial Street, and the other of the flour mill on Commercial Wharf,—the damage by which amounted to one-third of the whole loss suffered during the entire year.

The working force of this department consists

of fifteen steam fire-engines, ten horse hose-carriages, and five hook and ladder carriages, with their necessary apparatus, being an increase of one fire-engine and one hook and ladder carriage since the previous year. These are properly manned by the regularly required force. In consequence of the annexation of Dorchester, the department will be considerably enlarged, and the effective force will be thirty-eight companies, which will have the immediate charge of twenty-one steam fire-engines, ten horse-hose companies, and seven carriages supplied with hooks and ladders, together with ninety-five horses.

The excellent order, thorough discipline and prevailing harmony of the men, together with the corps spirit which is so remarkably evident in the department, ensure the greatest promptness and efficiency whenever its services is required and called into action. The young men who compose the companies are chiefly mechanics, who are not only experts in their duties as firemen, but industrious, well educated in their trades, and moreover steady and temperate in their habits, and exceedingly careful of their reputation. Many of them are necessarily confined to their company houses a large part of the day, and unquestionably the

establishment of libraries of proper practical books would be much for the benefit of these young men, as well as of great service to the department. The excellent appearance and deportment of the firemen, and the good condition of their apparatus, was made evident to the public on the occasion of the parade which took place in September last, under the auspices of the city authorities.

In general the houses of the department are well adapted to their requirements. There are, however, a few exceptions to this; and your attention is particularly called to the inadequate and uncomfortable arrangements which exist in the houses of engine company number four, near Scollay's Building, and of engine company number fourteen, at the Highlands. Justice and the best interest of the city demand that speedy relief be given the officers and men that occupy these houses, as the companies are among the best in the city.

#### FIRE ALARM TELEGRAPH.

This department is in good condition. During the past year, by order of the city council, all of the old signal boxes have been removed, and their

places supplied by others containing the latest improvements; and changes have also been made in the alarm apparatus in the bell towers and engine houses, rendering the telegraph more efficient and reliable than ever before. Telegraphic communication will be required to be made between the present telegraph and Dorchester; otherwise, without it, the Boston Fire Department will be of very little use to the sixteenth ward in case of fire. This should receive the immediate attention of the city council.

#### PUBLIC BUILDINGS.

An uncommon degree of activity has been shown in this department during the past year. An unusual number of important buildings have been completed, and many new ones have been commenced. The city, in all its provisions, must keep up with its growth and prosperity; and as its population increases, and numerous dwelling-houses and stores are erected, so proportionately must school-houses, engine-houses and other buildings be provided. The buildings for two grammar schools have been completed and dedicated — the Rice school-house on Dartmouth street and the Shurtleff school-house on Dorchester,

street in South Boston; as has been also a house for the Drake Primary School on C street. A suitable station-house for the accommodation of the tenth police district has been finished and furnished at the corner of Washington and Pynchon streets in ward fifteen. For the fire department, buildings have been completed for the Hose Company stationed in North Grove street, for the Hook and Ladder Company on Fourth street, and for the Hose Company on Church street, and the same are now occupied. During the year several buildings have been remodelled, namely: the Comins Grammar school-house, Hook and Ladder House No. 1, Engine-House No. 9, and the old Roxbury Alms-House at the Highlands. This last-mentioned building has been specially fitted for the accommodation of the inmates of the Discharged Soldiers' Home, the building on Springfield street, formerly occupied by them, having been conveyed to the trustees of the Old Mens' Home, in accordance with an agreement made several years ago, and which has been happily consummated to the satisfaction of all concerned.

A grammar school-house has been commenced in Ward One, to take place of the old Lyman

school-house, which will be appropriated to other purposes, and another in Ward Fourteen. The erection of three primary school-houses has also been begun, one in Berlin street, one in Appleton street, and the third in Fayette street. This last is to be built of the material taken from the May primary school-house, which formerly stood on Fort Hill, and which was taken down to give opportunity for carrying forward the Fort Hill improvement. A spacious building for the Girl's High and Normal school is in a state of forwardness, and together with the above mentioned, will undoubtedly be ready for occupancy during the present year. Besides these there have also been commenced an engine and hose-house on East street, a boiler-house and coal shed for the Central Charity Bureau, and land has been purchased and appropriations made for building a primary school-house on Yeoman street, Boston Highlands, and for purchasing land for another in South Boston.

So great has been the increase of business in the Registry of Deeds and Probate office, and so much crowded have become the rooms in the building devoted to the preservation of the valuable papers and records appertaining to these

departments, that something must be done very soon for furnishing for them additional accommodations, suitable and commodious enough for their requirements. Demands have already been made for these, and it falls to you to consider and determine in what manner you can give the required relief.

#### PUBLIC INSTITUTIONS.

During the past year the public institutions of the city have been managed with the same excellence that has distinguished them in former years. The worthy poor, and those who have transgressed the laws, have been equally well cared for. In this respect our city stands in a high position, and its institutions for charitable and reformatory purposes are unsurpassed by those of any other large city in the country.

At Deer Island the several institutions,—the Almshouse, the Houses of Industry and Reformation, one for boys and one for girls,—have been conducted in a very satisfactory manner, as far as the present buildings would permit. A new school-house for pauper girls is nearly completed, and it is confidently expected that it will be ready for occupancy early in the ensuing

spring. When this desirable project shall have been completed, then the boys and girls will each be provided for in separate buildings,—a provision which has been much desired by those who have given special attention to this interesting and most useful department of the public institutions.

The directors are now engaged in the consideration of plans for a new almshouse for the adult poor. This will be located on a desirable site, in the neighborhood of the boys' and girls' schools. Thus an object, which has very frequently been pressed upon the attention of the city Council, will be most happily accomplished, namely, the entire disconnection of the charitable from the reformatory institutions; and in a short time it is to be hoped the worthy poor will not be disgraced by being placed under the same roof with the vicious, and those who have been sentenced to imprisonment for violating the laws. The only additional expense which will be incurred by this important arrangement will be the cost of heating a separate building, and the additional employment of a small number of subordinate officers. The more important officials, the Superintendent, Chaplain, Physician and Farmer,

can as well perform the duties for the separate buildings as they now do under the present objectionable arrangement, and will not require any additional expenditure for their services in the general management. The relief that will be given by the erection of this new building for the poor will afford ample accommodation for several years to come for the sentenced persons, the subjects of the reformatory institutions.

The introduction of pure water from Mystic Pond, as provided for during the past year, will be highly beneficial in its effects, and conducive to the health and comforts of the inmates, as well as be a greater protection from fire.

The directors have been authorized by the city Council to construct a substantial sea-wall on a portion of the southerly side of the island. This will be of much benefit to the institutions, and its value would be much increased if it could be extended along the entire southerly front.

The House of Correction at South Boston is in its usual good order and condition. The receipts obtained for the labor of the prisoners have increased so rapidly of late, and are now so large as to warrant the belief that this institution will soon be self-sustaining. The building, however,

does not afford a sufficient number of cells, in the wing appropriated for the men, for the present demand; and at this time more than forty male prisoners are confined in the attic story of the building. Whenever the asylum for the insane can be removed to some other place, the building now used for hospital purposes can be enclosed within the grounds of the House of Correction, and be fitted up and used for the female prisoners, the most orderly of whom can be properly, humanely, and very beneficially allowed to sleep in dormitories, instead of being incarcerated in cells. These improvements, which are absolutely needed, can be made at a moderate cost whenever the buildings can be vacated for the purpose.

During the past year alterations have been made to add temporarily to the security, safety and comfort of the inmates of the Lunatic Hospital, and to give accommodations to the continually increasing number of patients. Nevertheless, the hospital remains in the same crowded condition in which it has been for the last few years, the number of the patients being more than two hundred; and in several of the rooms ten or twelve persons are huddled together, to the great injury of health, and with a risk of personal harm to the inmates, not-

withstanding the good and constant watch that is kept over them by the kind and careful attendants. This disgraceful state of things can never be satisfactorily overcome until suitable provision is made for these unfortunate beings by the erection of a proper building, wherein they can be humanely taken care of, in a manner that will comport with the notions of the city in all its matters relating to the care and management of its eleemosynary institutions.

In my last annual communication to the city Council, I urgently recommended the purchase of Rainsford Island for hospital uses, more especially for establishing an institution for the treatment and reformation of inebriates. Correspondence has been had with the State authorities, and I hope that a purchase of this island will be accomplished at a fair and reasonable price, and something done to ameliorate the condition of a suffering part of our community. Your attention is especially called to the furtherance of this benevolent object, and an early action in reference to the same is most respectfully requested and urged.

#### OVERSEERS OF THE POOR.

The department under the care of the Board of Overseers of the Poor has been quietly doing its

appropriate work, without ostentation on their part, or much public observation. The worthy poor have been visited in their humble tenements, and furnished with aid from the city treasury, their comforts contributed to and their wants relieved. Every case brought to the notice of the Board receives a thorough examination; and a system of administration has been adopted by which, while proper assistance is afforded to the deserving poor, healthy checks against imposture and abuse are also provided. The general functions of the Board are to administer outdoor relief; and the cases which receive aid include specifically those persons who have acquired a legal settlement in the city, by the payment of taxes by themselves or by their ancestors, and others, who, on account of sickness or other circumstances demand instant relief. A very large number of persons are assisted who belong to the State, or to other municipalities than our own, and the money expended therefor is reimbursed to the city treasury.

It is a gratifying fact that the increase of our own poor, who claim aid by reason of having gained a settlement, has not been so large as might reasonably be expected, considering the growth of the city. The principal advance in this direction is from what is called the Military Settlement aid, which is most justly due the families of the soldiers

and sailors who have served on the quota of Boston during the late war.

During the past year one thousand eight hundred and eighty-two persons have been aided; of these, nine hundred and seventy-five have a settlement in Boston, two hundred and forty-one have settlements elsewhere in Massachusetts, and six hundred and sixty-six have no settlements whatever, within the State.

In addition to the means furnished by the city treasury, the Board of Overseers have the disbursal of other money; for they have been for nearly a century, as a corporation, entrusted with several funds, the income of which they distribute semi-annually, principally to old house-holders, who have by misfortune fallen from affluence, or comfortable circumstances, to indigence and want. This timely assistance to those in the decline of life is received by the beneficiaries without impairing their self-respect, or wounding those delicate feelings which would be shocked if they felt that the aid received was a charge upon the city.

The gross amount of these funds is two hundred and fifty-two thousand eighty-six dollars and twenty-four cents, and the present number of

beneficiaries who receive its aid is two hundred and sixty-eight.

The Board of Overseers are sensible that the advantages which were aimed at by the erection of the Charity Building have thus far been eminently realized. While ample accommodations are furnished to the Overseers of the Poor, there are now in the building the Provident Association, the Industrial Aid Society, the Boston Ladies' Sewing Circle, the Soldiers' Fund Organization, a branch of the Boston Dispensary, the City Physician, and various other agencies established for the relief of the poor and the suffering. All these organizations, directly or indirectly, aid the overseers in the work which they were designed to promote. A knowledge of each others' benefactions is secured by their contiguity, and the result is harmony and co-operation in charitable labor. Cases which the overseers cannot legitimately help from the city treasury are relieved by the private societies, and the city in its turn relieves a class of cases which formerly were a burden to the societies.

The Temporary Home, which has now become an important public institution—adjoining the Charity Building,—has afforded shelter and relief

to many unfortunate women and children, who otherwise would have suffered in the public streets, or have found refuge in the police stations. These are permitted to remain only a short time in the institution, for measures are immediately taken upon their admission to send them to their friends, or to provide for them homes or permanent asylums, if such are required by their circumstances. Males are supplied with single meals only, and they are required to find their own lodgings, at the police stations or elsewhere. The general statistics of the Home for the last year are as follows: Total number of persons admitted during the year one thousand five hundred and thirty-five. Of these, two hundred and forty-five were Americans, eight hundred and thirty-six were foreigners, and four hundred and fifty-four were children under twelve years of age. Ten children were adopted, and situations have been procured for three hundred and fifty-four nurses and domestics; and fourteen thousand eight hundred and eighty-four single meals have been furnished.

#### STATE AID.

Payments to disabled soldiers and sailors and their families, and the dependents of those who lost their lives in the late civil war, have been

made the past year as in former years. The whole amount disbursed in 1866, including the sum paid by the City of Roxbury, was two hundred and thirty-two thousand and thirty-five dollars. From legislation and other causes, the payments have gradually diminished, until the sum disbursed the past year has been but about one hundred thousand dollars. The number of families entitled to aid, and on the books at the Relief Office on the first of January 1870, is thirteen hundred and fifty-six; about forty will be added to this number by the annexation of Dorchester. The operations of the Act granting State aid will cease on the fourth of January, 1871; at present, payments are made monthly at the Relief Office. Justice and gratitude to those who have suffered through their efforts to preserve their country demand that these payments should be continued, at least for a few years, and I trust that the subject will be brought to the attention of the legislature at the coming session.

#### CITY HOSPITAL.

In my last address I suggested that it might soon be necessary to increase the accommodations

required for this institution. The experience of the past year has fully demonstrated to the trustees this necessity. The number of patients in the hospital on the first of January, 1869, was one hundred and eighty-one, and there were admitted during the year two thousand two hundred and seventy-nine, making in all two thousand four hundred and sixty,—an increase of two hundred and forty-one over the number of the previous year; and ten thousand four hundred and seventy-three persons have been treated as out-patients. The present capacity of the hospital is sufficient to accommodate a little over two hundred patients; and if the surgical and medical male and female patients were more equally divided, the trustees would be saved the necessity of declining to receive a large number of patients, as they are now obliged to do. Out of seven hundred and thirty applicants who were declined admission during the past year, about fifty per centum were proper cases for treatment, if sufficient room had been at the disposal of the trustees. This fact, taken in connection with the increase of population by the annexation of Dorchester, and the prospect of still further extension of our limits, indicates that an enlargement of the hospital will

be required, if it should be deemed proper to continue its usefulness, and make it reasonably capacious enough to meet the demands which are made upon it, and have Boston maintain its reputation for liberal and needful public institutions.

It is expected that the trustees will soon submit a communication to the city Council setting forth, more in detail than can be done at this time, the needs and necessities of the hospital, and what they deem will be for the interests of the city. The subject is most respectfully commended to your earnest and early attention.

#### CHURCH STREET DISTRICT.

The work of raising the buildings, and of widening and grading the streets, of the Church Street District, so-called, was commenced in July, 1868, under special authority granted by the General Court, and completed about the first of October, 1869, commissioners for the purpose having been appointed in June 1868. In November, 1868, the commissioners, under the direction of the committee of the city Council, and with the approval of the mayor, were authorized and empowered to settle and adjust damages with the former owners, upon such terms and conditions as they should deem

expedient; and, in making such settlements, the mayor was authorized to reconvey the estates taken, or any parts thereof. This has been done to a considerable extent, and it is to be regretted that all the reconveyances could not be made under the supervision of the committee that has so ably and faithfully served the city in this important and perplexing business. Satisfactory settlements, however, have been made with most of the persons from whom the property was taken, and many of these estates have been reconveyed to the former owners. Of the three hundred and fifty-three estates taken by the city, one hundred and forty have been deeded back to the original owners, or, having been surrendered, have been sold to other persons, leaving about two hundred and thirteen to be reconveyed. This fact is one that should be remedied as speedily as possible, as great hindrances and embarrassments that have arisen from the taking by the city are continued, which it is the duty of the city to have removed, in order that the lawful owners may enjoy the full extent of their just rights. It could hardly be expected that such a great work, affecting so nearly the interests and convenience of so large a number of people, could be performed without creating dis-

satisfaction on the part of some; yet, on the whole, the plan adopted by the city council for improving the district, and so admirably carried out by the committee, may be regarded as highly successful. The property has been increased in value from fifty to one hundred per centum, and is now in a condition to rise in value equally with the most desirable portions of the city. The work of raising the buildings and the grade of the territory has been accomplished considerably within the estimates. The total cost of the improvement, including the widening and extension of several of the streets, and the value of land retained for public purposes, after deducting the receipts from the sale of property surrendered to the city, will amount to about eight hundred and seventy-five thousand dollars. Thus one of our greatest hereditary nuisances has been abated, a sickly region rendered healthy, a filthy place made clean and comfortable, and a large tract of more than thirteen acres rescued from its degraded condition, and largely increased in value by the ingenuity of the contractors and the energy and fidelity of city officers. By virtue of an order of the last city Council, the commissioners have been discharged and their unfinished work will be completed by some suitable person.

## SUFFOLK STREET DISTRICT.

One of the most important matters requiring the attention of this government is the improvement of that portion of the city lying between Washington street on the east, Tremont street on the west, Pleasant street on the north, and Dover street on the south, known as the Suffolk Street District. For this territory the city has obtained similar power from the legislature for the abatement of the nuisance, caused by imperfect drainage, that it had in the case of the Church Street District; and in view of the success of the Church street improvement, a similar plan of procedure will undoubtedly meet the requirements in remedying the defects of this large area of land. The situation of this territory, in the heart of the city, makes an almost imperative necessity for some action on the part of the government, in order to place it in a condition, with respect to drainage and streets, to allow of its being occupied by a better class of buildings for business purposes, or dwellings, than it now has. The estimated cost of raising the territory and the buildings upon it, and of superintending the work, amounts to one million seven hundred

and fifty-one thousand five hundred and fifty dollars; and for widening and extending certain streets and places, in order to develop the property to the best advantage, to six hundred thousand dollars, making the total cost of the proposed improvement two million three hundred and fifty-one thousand five hundred and fifty dollars. A large portion of the expense for widening and extending the streets may properly be assessed upon the property benefited. The further consideration of this important subject having been referred to you by the last city government, I most earnestly commend it to your attention.

#### STATE LEGISLATION.

By direction of the city Council, I petitioned the General Court during its late session for authority for the city Council in certain matters which required additional legislation. The most important of the petitions were granted by the passage of acts giving the required authority. Several applications have been made for other powers, which will undoubtedly meet the approval of the legislature.

In view of the rapid increase in the number of

large buildings in the city for business purposes, and tenement or lodging houses, and the absence of any regulations in regard to the manner of their construction, application was made to the last legislature for a public building act. The gentlemen intrusted with the preparation of the bill were unable to draft it in season, and the matter was referred to the legislature of this year. It is desirable that the subject should be presented in proper form at an early day, in order that suitable provision may be made against the erection of unsafe buildings; and it is reasonable to suppose that the draft of a suitable act will be drafted in season for its passage the present session.

#### REVISED ORDINANCES.

The edition of laws and ordinances printed in 1863 having been exhausted, and numerous important changes having been made since that time, the city council of last year ordered a new and revised edition to be prepared and printed. The work has been performed with more than ordinary care; and the ordinances and rules and orders contained in the volume have been adopted. As soon as an index has been prepared, the members of the government will be furnished with copies.

## MOUNT HOPE CEMETERY.

This cemetery, belonging to the city, continues to grow in public favor, the amount received for the sale of lots during the year just closed being in excess of any previous one. By a recent amendment to the city ordinances, the time for making the annual report of the trustees has been changed from January to May, consequently the next report will embrace a period of sixteen months, and will contain important information. Improvements of a marked and permanent character have been made during the past year; and at no time in the history of the cemetery has so much been done as at the present, by lot owners as well as by the city, to improve it, and render it attractive. Respect for the dead, and a just pride in whatever relates to the care and welfare of the cemetery will, I doubt not, prompt the city Council to make such provision for continuing improvements already commenced, and making these grounds permanently attractive to citizens and strangers.

## HARBOR.

The greatest interest has always been had in the preservation of the harbor, which is so impor-

tant to the commercial and business standing of the city; and a commendable willingness to promote this object has always been perceptible in the United States government, and the State. Much has been done for the harbor during the past year toward checking encroachments upon the channels, and the wearing away of the exposed headlands; and many of the dangerous rocks have been removed, or reduced in height, so as not to form obstacles to navigation. This has been chiefly done by Major-General Foster and his excellent corps of assistants, who have also been successfully employed in building sea-walls for the protection of the islands and channels. Major General H. W. Benham has also produced good results in building the sea-wall on the Great Brewster.

The works of improvement in the harbor, projected by the General Government, and taken in hand either wholly or in part, since 1867, by Major-General J. G. Foster of the U. S. Engineers, have for their object, mainly, the preservation and improvement of the main ship channels of the harbor. These consist principally in deepening and widening the channel, by dredging; in removing rocks that obstruct the channel or en-

danger its navigation, by means of sub-marine drilling and blasting; and in protecting and preserving the headlands of the mainland and of the islands bordering upon the channel by means of sea-walls, to prevent their being worn away by the waves, and their material from being washed into the channel, and thereby shoaling it. Of the projected improvements, the following works have been either entirely finished, or are well advanced towards completion, viz:

*Dredging the Southwest Point of Lovell's Island.* — The object of this improvement was to widen the channel between this point and Gallop's Island, which had become narrowed by the deposit of material to a width of only three hundred and sixty feet at the eighteen foot curve. For this purpose, it was proposed to remove the projecting point of Lovell's Island, by dredging in cuts parallel to the line of the axis of the channel. Operations were commenced in 1867, and up to this date about two hundred and seven thousand cubic yards of dredged material have been removed from an area covering nineteen thousand square yards, obtaining an average depth of twenty feet at mean low water over the dredged area. This has widened the channel at this point

from three hundred and sixty to six hundred feet, at the eighteen foot curve,—a gain in width of two hundred and forty feet. With an additional appropriation of seventy-five thousand dollars it is expected to complete the dredging operations at this place, and to obtain a width of channel of six hundred and eighty-five feet between the eighteen foot curve, with a depth of twenty-three feet at mean low water, over the dredged area.

*Dredging the Upper Middle Bar.*—The contractor for this work was to remove, by dredging, about forty thousand cubic yards of material from this bar, and thereby to add about one hundred and twenty feet in width to the present channel-way, with a depth of twenty-three feet at mean low water. Several attempts to carry out this agreement were made by him with a machine of novel construction, expressly built for the purpose; but, after removing about five hundred cubic yards of material,—which is a very hard tenacious clay,—it was found that the machine would require some further improvement to work to entire satisfaction. The operations were therefore suspended temporarily.

*Removal of Barrel Rock.*—Corwin Rock and

Tower Rock, in the main channel near the Spit Light, having been entirely removed to a depth of twenty-three feet at mean low water, it was proposed to remove Barrel Rock, situated in Broad Sound, which, from its distance from the shore, and the small depth of water,—only four feet upon it,—rendered it, in thick weather, a dangerous obstruction to navigation. By the effective system of drilling and blasting, under water, which has been so successfully employed in this harbor, this rock, which was a bowlder of granite-gneiss, containing about two hundred and fifty tons, similar in character to the Medford granite, was readily split into large fragments, which were then either hoisted up and deposited on shore, or raised by tide-lift and floated out to deep water and dropped. The rock was thus entirely removed to a depth of twenty-two and one-half feet at mean low water, which is below the bottom of the channel in the immediate vicinity.

*Removal of Kelley's Rock.*—Operations on this rock, situated in the main ship channel, about a half mile east of the Great Brewster Spit Light, (or Bug Light), were commenced in the latter part of September; and up to this date, about one hundred and eighty tons of the rock have

been removed, either to the shore or into deep water, and the depth of water over the rock has been increased from seventeen feet to twenty-one feet at mean low water. About two months' work next season will suffice to obtain the desired depth of twenty-three feet at mean low water. The removal of this rock will secure valuable advantages to navigators, as it will avoid the present angle in the sailing line between the Centurion rocks and Kelley's rock, and obtain a new straight line direct from the Boston Light to the Bug Light, which will pass over the present position of Kelley's rock, and thus leave the Centurion rocks farther to the southward.

*Sea-Wall at Gallop's Island.*—About eight hundred running feet of sea-wall have been built during the past season, making the total length thus far completed eleven hundred and fifty feet. Arrangements have been made for completing the wall for its entire length,—seventeen hundred and fifteen feet,—during the next season, provided an additional sum is appropriated for it by the present Congress.

Besides pushing the works already mentioned to completion, it is expected that the work of construction of the sea-wall at Point Allerton,—twelve

hundred and fifty feet long,—will be commenced next season. The title to the land whereon the sea-wall is to be built having been secured, the only difficulty remaining is a proper location for a wharf.

The work on the sea-wall for the preservation of the North Head of Long Island will be begun as soon as the title for the site of the wall has been secured by the United States. The Court having determined upon the amount to be paid, it is hoped that it only requires the payment of this sum in order to commence operations.

With liberal appropriations all the improvements of the harbor, so far as the United States Government is concerned, may be completed in two years. Those already carried out, in particular the removal of Tower, Corwin, Barrel, and Kelley's Rocks, and the widening of the channel at Lovell's Island, will greatly benefit navigation.

The following information in relation to the doings of the harbor commissioners will be received, I have no doubt, with great satisfaction by those of our fellow-citizens who are specially interested in commercial pursuits.

The State Board of Harbor Commissioners, from the time of its organization, has been furnished

by the city with rooms in the City Hall. This board, although having jurisdiction over the tide waters of all the harbors of the Commonwealth, has found, and will probably always find, its most important field of duty in the harbor of Boston, as appertaining to the commercial metropolis of the State. The acts of the legislature have devolved upon this commission both labor and responsibility in carrying out projects looking to the conservation and improvement of our harbor. Prominent among these is the scheme for the occupation of the South Boston flats, which the State Government has matured after long deliberation. The reclamation of this territory has practically commenced under the supervision of the commission. Nearly one hundred acres have already been disposed of to railroad corporations pledged to carry out the proposed improvement in accordance with law, and to the satisfaction of the harbor commission. The line of the sea-wall inclosing these flats has been located, the trench in which its foundation is to be laid has been partly excavated, and the filling of the purchased territory is in process of being carried on within wooden bulkheads, securing the deposits from dispersion. The conversion of these hitherto use-

less flats to substantial ground secures a large increase of commercial front to the city, without encroachment upon the channels or anchorage ground of the harbor, and with decided benefits to both—since the material required for filling up the occupied portion of the flats is to be dredged from the shoal ground outside the sea-wall, until a depth of twenty-three feet is obtained over the entire area of the upper harbor.

Next in importance is the widening of the draws through the Charles River bridges, required by acts of the last legislature, which defined the limits of this improvement, and left its execution to the supervision of the harbor commission. To the navigation of the river, and the utilization of its commercial front, this improvement promises the highest benefits. The manner of effecting the necessary changes in such a way as to secure these improvements, with the least burden upon the various corporations whose bridges span the waters that surround the city, and with the least interruption to transit, and withal to improve the physical condition of the river, is a study of great magnitude; and we have reason to believe the harbor commission is fully alive to its responsibilities. Provision has been made for the

commencement of operations upon several of the bridges, and much of the work will be completed during the present winter.

Under an act of the legislature, the city was authorized to extend Broadway over the waters of Fort Point Channel, under restrictions recommended by the United States Commission in their seventh report. To meet these restrictions in their letter and spirit, the harbor commission, after careful study and inspection of different plans, finally approved of one for an iron bridge, proposed by the city, as has already been stated under another head.

Among the duties incumbent upon the board of harbor commissioners is that of continued watchfulness over all operations in the harbor, to secure the proper execution of its marine structures, and to prevent encroachment beyond the lines preserved by law, the improper disposition of material dredged from docks, etc. In all these varied functions we recognize the efficiency of the board of harbor commissioners, and the wisdom of the legislation which established it.

During the interval of the sessions of the legislature, the citizens of Boston have been thrown into considerable alarm from impressions that

efforts would be made by the incoming General Court to abridge our privileges by an unjustifiable encroachment upon the tide waters of Charles River, in an attempt to fill up a portion thereof. It is to be hoped that this infringement of our domain, at the great discomfort of our fellow-citizens, will not be allowed, and that the sheet of water which adds so much to our comfort and health may continue unmolested.

#### EAST BOSTON FERRIES.

The communications by ferry between East Boston and the city proper, that have for many years been felt to be an undue restraint upon the healthful development of our industries, and the natural expansion of our commerce, have within the past year been brought to an adjustment that we have reason to hope will prove satisfactory to all classes of our citizens. The pressing motives that have demanded this action on the part of the city government seem to have been thoroughly appreciated by those who have had this matter in charge, and they have been urged upon the city the more effectually because the more quietly, and as justifying themselves entirely by the gravity of public considerations.

All the boats and property of the East Boston Ferry Company, including their franchise, have been purchased by the city, at what was deemed a fair and equitable valuation,—possession and control of them to be assumed by the city on the first day of April next.

The conduct of these communications from and after that day, as regards the quantity and quality of accommodation, and the tariff of tolls, will command your careful and wisest consideration. Large interests of trade, of maritime and inland commerce, of mechanical industry and of residence, are to be seriously affected by the manner in which the city shall discharge this new public trust; and I may suggest that perhaps no better guide to your action in this matter can be found than to follow carefully and closely, for the nature and extent of ferry privileges, what these interests shall require. There can be no doubt that with this avenue of public convenience, as with others between other portions of our rapidly extending city, the accommodations should be sufficiently ample and liberal in all respects, that none of the various public interests shall suffer any needless annoyance, be subjected to hindrances that can reasonably be avoided, or to

such tolls as shall prove any sensible check to the largest enterprise of our people. They should rather lead than follow the public demands, and so operate as an encouragement and incentive to the expenditure and permanent location of capital.

It is the opinion of the city solicitor that the existing provisions of law will enable the city government to manage the East Boston Ferry, when it shall come into the possession of the city, as you shall adjudge the public interests to require, and that no further legislation on this subject is needed. The committee on ordinances of the last year was requested to prepare an ordinance to establish a Board of Directors for the ferry, and having failed so to do, it will be for you to consider the same subject and determine what shall be done in the matter; and I have no doubt that the judicious regulation which this interest will receive at your hands will not only be satisfactory to those who make use of the ferries, but also give confidence, encouragement and stability to business, and prove a relief to all in any way interested in that important portion of our city.

## CENSUS.

On the first of next June the ninth United States Census will be taken. This will not only include particulars relating to the population, but will extend to the most important statistical matters relating to all the great individual interests of the country. It is to be hoped that the canvass will be so conducted as to elicit a vast amount of interesting and useful information, and it will therefore be very important that all the required facilities be given, so that the work, so extremely valuable and instructive to all classes of our people, may be conducted and accomplished in the most complete, correct and satisfactory manner. It would be well that arrangements should be made so that the particulars relating to this city can be obtained at the earliest possible time.

## ANNEXATION OF DORCHESTER.

The addition to our domain of so large a territory as was comprised in the town of Dorchester will undoubtedly produce a corresponding amount of labor, and add largely to the expense of rightly conducting the several departments of the city

government. By an act of the last legislature, approved by the governor on the fourth of June, 1869, the question of annexing the municipalities of Boston and Dorchester was submitted to the legal voters of both corporations on the twenty-second of June of the same year. The result of the vote showed that in Boston, 3,420 voted in favor of annexation, and 565 against it; and in Dorchester, 928 were in favor, and 726 against; and so the union was established that takes place to-day. Seven days have been allowed to the town officers of Dorchester to transfer to our government the property of their late town.

In welcoming this new addition to our city, we must endeavor to see that all the rights, reasonable demands and just privileges of the inhabitants of the sixteenth ward are fairly considered and attended to. Let no delay occur in putting them on the same footing with the other parts of the city. At as early a convenience as possible, let the Cochituate water flow to such places where it is required and absolutely needed. Let this portion of our city, which presents such opportunities and inducements for pleasant residences, be most carefully surveyed, and laid out, prospectively, into streets, regular in appearance and

of convenient widths; and let not the present opportunity be lost for making essential arrangements which shall render it in all respects as convenient and desirable for these as it is already distinguished for the delightfulness of its views and its adaptedness to the establishment of public grounds.

The subject of a people's park in this locality has already had a lengthy and careful hearing before a joint committee of the city government, specially appointed for the purpose, (a complete report of which will shortly be published), and the requisite orders have been passed requesting the mayor to petition the General Court for the passage of an act authorizing the city Council to purchase or otherwise take land in Boston, or vicinity, for the purpose of laying out one large park, or several small parks, for the benefit of the people.

And now, gentlemen of the City Council, having in a somewhat cursory manner called your attention to the most important of the departments of the government, and having made suggestions in relation thereto, let me say to you that the sacred obligations which we have unitedly

taken to-day, on accepting the trusts that have been confided to us, are not unmeaning and insignificant forms and ceremonies, simply received as matters of formality to qualify us for entering upon the duties of our offices. These solemn oaths, which we have reverently called upon our Heavenly Father to witness to-day, have upon us the most binding and sacred obligation. Let us never depart from them, either in word, action, or spirit; and while we adhere to them most strictly, let us not allow them to be violated or misconstrued by others. By keeping faithfully in mind what we owe to those who have confided to us the important trusts which we are to execute during the year, let us strive with all the powers and abilities we possess to promote the interests of our beloved city, and leave no exertion unused that can conduce to the advantage of Boston and all its people. The line of our duty is plain and well-defined; be sure that we never stray from its path, and then most assuredly we shall never have any neglects or shortcomings to regret. Let us be prudent, economical, and especially prompt in all our actions, and respectable and courteous in all our dealings with others. Among ourselves, let our intercourse be marked

with kindness and courtesy, ever confidently relying upon each other for advice and assistance; then will harmony and good feeling be always with us, and dissensions and kindred evils be thoroughly unknown in our councils. I assure you, most sincerely, that on my part I will give you no just cause for complaint. What I can do for the furtherance of your comfort in the discharge of your duties, and to lighten your burthens, I will most certainly do; and while we are allowed by Divine Providence to continue together in service I trust we shall be most strongly united in our attempts to promote the interests of all our fellow-citizens, and the prosperity of our beloved city.



## APPENDIX.

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### REPORT OF THE COMMITTEE ON THE REDUCTION OF THE CITY DEBT.

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CITY OF BOSTON.

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IN COMMON COUNCIL, Thursday, Dec. 30, 1869.

THE Committee on the Reduction of the City Debt for the year 1869, have the honor to

#### REPORT:

That the following exhibit, made up from the books of the Treasurer and Auditor of Accounts, presents the indebtedness of the city, at the close of business, December 29, 1869.

At the commencement of the present financial year, May 1, 1869, we find that the consolidated *funded* debt to that date, as will be seen by the Auditor of Accounts' printed Report, No. 57, p. 187, was . \$16,959,500 91

*Carried forward* . . . . . \$16,959,500 91

<i>Brought forward</i>	. . . . .	\$16,959,500 91
Since that time, loans have been negotiated on an order of the City Council, to the amount of . . . . .		7,500 00
		—————
Making total <i>funded</i> debt of . . . . .		\$16,967,000 91
Deducting from this amount all the debt which has become due and been paid this financial year . . . . .		359,500 00
		—————
We have left a <i>funded</i> debt, December 29, 1869 . . . . .		\$16,607,500 91
To which add for loans authorized but not negotiated . . . . .		6,553,500 00
		—————
		\$23,161,000 91
To which is to be added the amount ad- vanced by Treasurer on account Oliver street . . . . .		272,937 93
		—————
Total <i>funded</i> and <i>unfunded</i> debt, December 29, 1869, of . . . . .		\$23,433,938 84
		—————
		—————
This debt the Auditor of Accounts classifies as follows:		
Water debt (net cost of works) . . . . .		\$9,481,687 71
City of Boston Debt, proper, . . . . .		11,272,101 13
War Loans . . . . .		1,915,500 00
Roxbury Loans . . . . .		764,650 00
		—————
Total as before . . . . .		\$23,433,938 84
		—————

Total debt, December 29, 1869 . . . . .	\$23,433,938 84
" " " 31, 1868 . . . . .	18,428,502 75
Increase of the debt in 1869 . . . . .	<u>\$5,005,436 09</u>
	<u><u><u></u></u></u>

Which increase of debt is accounted for as follows :

City of Boston Debt proper, December 29, 1869 . . . . .	\$11,272,101 13
City of Boston Debt proper, December 31, 1868 . . . . .	<u>6,679,801 20</u>
Increase of City of Boston Debt proper in 1869 . . . . .	\$4,592,299 93
Water Debt, December 29, 1869 . . . . .	\$9,481,687 71
Water Debt, December 31, 1868 . . . . .	<u>8,917,702 55</u>
Increase of Water Debt, in 1869 . . . . .	<u>563,985 16</u>
Roxbury Loans, December 31, 1868 . . . . .	\$915,499 00
Roxbury Loans, December 29, 1869 . . . . .	<u>764,650 00</u>
Decrease of Roxbury Loans in 1869 . . . . .	<u>150,849 00</u>
<i>Net</i> increase of the debt as before stated . . .	<u>\$5,005,436 09</u>
	<u><u><u></u></u></u>

#### MEANS OF PAYING OFF THE DEBT.

The books of the Treasurer and Auditor of Accounts show that the means for paying the debt of the city consist of the

following items, all of which are by ordinance specially appropriated for that object, viz :

Cash balance in the City Treasury, May 1, 1869, to the credit of the Committee on the Reduction of the City Debt and six per cent currency bonds of the city of Boston, held by the Treasurer, belonging to said committee, as stated in the Auditor of Accounts' printed Report, No. 57, page 170 . . . . .	\$6,339,757 78
Cash received since that date, being payments made into the City Treasury on bonds and mortgages on public lands . .	119,546 41
Cash received from sales and rents of public lands not included in preceding item,	2,403 66
Cash received from the annual city tax for 1869, being the amount appropriated by the City Council for this object as required by ordinance on Finance . . . . .	577,000 00
<hr/>	
	\$7,038,707 85
<i>Deduct</i> payments on debt since May 1, 1869 . . . . .	359,500 00
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	\$6,679,207 85
<i>Add</i> bonds and mortgages on public lands now in the City Treasury, all of which are considered good . . . . .	842,606 70
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Total means on hand for the redemption of the debt, December 29, 1869 . . . . .	\$7,521,814 55
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## THE DEBT AND MEANS OF PAYING IT OFF.

The consolidated debt of the city, <i>funded</i>	
and <i>unfunded</i> , December 29, 1869,	
amounts to . . . . \$23,433,938 84	
<i>Less</i> the means on hand	
for paying the same,	
December 29, 1869 . . . . 7,521,814 55	
<i>Net</i> debt, December 29, 1869 . . . .	\$15,912,124 29
The consolidated debt of the city, <i>funded</i>	
and <i>unfunded</i> , December 31, 1868,	
amounted to . . . . \$18,428,502 75	
<i>Less</i> the means on hand for	
paying the same, Decem-	
ber 31, 1868 . . . . 5,618,309 75	
<i>Net</i> debt, December 31, 1868 . . . .	\$12,810,193 00
<i>Net</i> increase of the debt during 1869 . . . .	\$3,101,931 29

This will show that while the *gross* debt has been increased during the year, \$5,005,436.09, that the means for its redemption increased during the same time \$1,903,504.80; and that the *net* increase of the debt during 1869, up to the time of making this report, is \$3,101,931.29.

Respectfully submitted.

NATHANIEL B. SHURTLEFF, *Mayor.*

WILLIAM G. HARRIS,

*President of the Common Council.*

FRANCIS A. OSBORN.

*Chairman Committee on Finance on the part of the Common Council.*











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